SH97 0002 rec. id. 156390

TETON WILDERNESS ACTION PLAN

AND IMPLEMENTATION SCHEDULE

Kathryn D. Hardy
Assistant District Ranger
Holy Cross Ranger District
White River National Forest
P.O. Box 803, Minturn, CO 81645
(970)827-5715
K.HARDY:R02F15A

Clemson Class of 1991 12/96 Final Copy

This paper was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Progeam at Clemson University. It in no way reflects USDA Forest Service policy nor are the opinions expressed those of anyone other than the author.

ABSTRACT

AUTHORS: Kathryn D. Hardy

Wilderness, Recreation and Lands

Buffalo Ranger District

Bridger-Teton National Forest

P.O. Box 278

Moran, WY 83013

(307) 543-2386

Linda Merigliano Wilderness Planner

Forest Supervisor's Office Bridger-Teton National Forest

P.O. Box 1888

Jackson, WY 83001

(307) 739-5597

TITLE: Teton Wilderness Action Plan and Implementation Schedule

ABSTRACT: The purpose of this document is to present a comprehensive picture of the current conditions of various resources within the Teton Wilderness, and to plan actions required to maintain or improve those conditions to meet desired future conditions which are described in the Bridger-Teton National Forest Land and Resource Management Plan; and to meet the intent of the Wilderness Act. Working closely with a taskforce of concerned citizens, acceptable conditions were defined in more specific terms than the broad direction found in the Forest Plan, and action plans were developed to help prioritize tasks which must be accomplished to meet the desired conditions.

The document outlines concerns, desired future conditions, existing conditions, management objectives, and proposed actions for each of 17 different resource areas. For each action, an estimate was made of the personnel, time, and financing necessary to complete the action. Action items were divided into three levels of priority based on funding estimates: current level of funding, basic operation and maintenance, and full implementation of the Forest Plan.

Keywords: Wilderness, Limits of Acceptable Change, Trails, Campsite, Recreational Stock, Outfitters, Prescribed Natural Fire.

EXECUTIVE SUMMARY

Title: Teton Wilderness Action Plan and Implementation Schedule

Authors: Kathryn D. Hardy

Wilderness, Recreation/Lands

Buffalo Ranger District Bridger-Teton National Forest P.O. Box 278, Moran WY 83013

Linda Merigliano Wilderness Planner

Forest Supervisor's Office Bridger-Teton National Forest P.O. Box 1888, Jackson, WY 83001

Summary:

The intent of this project was threefold:

- 1). to develop a schedule for implementing (and to clarify where necessary) the wilderness management direction contained within the Bridger-Teton National Forest Land and Resource Management Plan for the Teton Wilderness;
- 2). to provide a 5-10 year action plan and budget for the management of activities which occur within, or have an effect on, the Teton Wilderness;
- 3). to build public understanding and support for the Forest Service's goals in managing use of the Teton Wilderness.

The Teton Wilderness Action Plan and Implementation Schedule was organized by resources and activities (for example: wildlife, vegetation, recreation experience, outfitters). For each topic, five steps were followed to arrive at a list of action items recommended to manage or maintain that resource or activity. These steps were:

- 1. A task force composed of interested members of the public, and Forest Service resource specialists, identified a wide range of concerns which were associated with each resource area.
- 2. Using Forest Plan direction, the Wilderness Act, and public comments, the task force and the resource specialists described a desired future condition for each resource.
- 3. The existing condition was described based on current knowledge, experience of the taskforce, and research undertaken by the Forest Service and other agencies.
- 4. Management objectives were written which would allow for the existing condition to be modified or maintained to meet the desired future conditions.
- 5. Specific actions were proposed to reach the management objectives.

Priorities for action within the Teton Wilderness were:

- 1. Build partnerships with outfitters to improve conditions.
- 2. Improve information data base about recreation use, meadow conditions, cultural resources, riparian conditions, fire and fisheries.

- 3. Improve conditions along the 450 miles of system trails within the Wilderness.
- 4. Improve efforts to educate visitors to take personnel responsibility for proper use of the Wilderness.
- 5. Complete and use associated plans for individual resources (fisheries management plan, evaluation of level of outfitter services necessary, Wilderness fire plan, education plan).

Three levels of funding were programmed. The current level of activity costs about \$0.41 per acre. A basic operating level would cost \$1.21 per acre. To fully implement the Forest Plan would cost \$2.52 per acre.

DESCRIPTION OF THE PLANNING PROCESS

In 1991, the Forest Service committed to Congress that they would complete a Wilderness Implementation Schedule (WIS) for every Wilderness by 1993. In a letter dated September 4, 1991, James C. Overbay, Deputy Chief of the Forest Service, clarified that the purpose of a WIS was to identify the resources necessary to plan and carry out projects and activities to implement the Forest Plan direction for management of each Wilderness, and to serve as a scheduling document to implement that direction. Establishing the Limits of Acceptable Change (LAC) for each Wilderness was recognized to be an important part of wilderness planning.

In 1992, the Bridger-Teton National Forest hired Linda Merigliano to direct the preparation of WIS's for each of the three Wildernesses managed by the Forest: the Bridger, the Teton and the Gros Ventre. Merigliano is a nationally recognized expert in the LAC process and the editor of two Forest Service guidebooks on utilizing the LAC process for Wilderness planning. Much of the process that we followed is outlined in Ideas for the Limits of Acceptable Change Planning Process, Books One and Two, edited by Merigliano, and published by the USDA Forest Service in 1992.

The nine-step LAC process and its applicability to Wilderness management, was outlined in the 1985 Forest Service General Technical Report: The Limits of Acceptable Change (LAC) System for Wilderness Planning, by Stankey et al. Merigliano worked with the core team from the Forest to adapt the LAC process and to develop a timeline for public involvement and preparation of the plans so they progressed on a parallel schedule. Information was shared between the three Wilderness managers so that the plans would be complementary, yet specific enough to deal with the sometimes very different resources and management challenges for each area. I was the project leader for the Teton Wilderness.

The plan needed to address a variety of resources, not just reflect recreation issues, so several interdisciplinary teams (ID teams) were formed, one at the Forest level and one on each Ranger District. Public involvement is a key part of the LAC process. Three public task forces were also formed, selected by members of each community, to provide detailed comments for each Wilderness, and to participate in public meetings for a period of about 18 months. As project leader, my role was to facilitate the development of the Teton Wilderness plan in conjunction with the Forest-wide planning effort, coordinating with the other project managers and working closely with the Teton Wilderness task force.

Forest Service resource specialists provided information to the task force about the existing conditions of the Wilderness, about latitude for decision making, and about the Forest Plan. The project leader and group facilitators, guided the task force to reach a description of their desired future condition for 17 different elements of the Wilderness resource (everything from wildlife and fisheries to wildfire suppression, trail condition, and public education). I scheduled task force meetings, assembled background materials and agendas, scheduled resource specialists to talk about various issues, and then reviewed task force recommendations with the the District ID team. I then returned to the task force with recommended changes from the ID team and strove to reach consensus on most points. Finally, I compiled all of the meeting notes and resource information, and wrote or edited sections of the Plan.

The final steps in the planning process were to set priorities for changing the existing conditions to the desired future conditions; and to establish an action plan and budget for the recommended work.

The WIS set priorities for the Forest to use in establishing staffing and budgets; but did not evaluate the environmental impacts of any of the proposed actions. This was the initial evaluation of a range of projects, as required by the National Forest Management Act. NEPA-sufficient documentation will be completed as necessary, prior to the implementation of specific projects.

EVALUATION OF THE PLANNING PROCESS

The main reason that the Bridger-Teton National Forest was successful in preparing Wilderness Implementation Schedules that had wide public support, was the large amount of time and faith put into the project by the Forest staff and by the members of the public who were concerned enough about the Wilderness to participate in the two-year planning process.

The Forest Supervisor made it clear from the very beginning that he alone had the authority and responsibility to make final management decisions, but that he would give consideration to any recommendations that he received from the public, particularly to recommendations that were developed through consensus by the varied members of the task force.

The project managers spent a lot of time planning out the entire process. They compiled and prepared a lot of information to provide the task force with general background on the laws and policies that govern Forest Service Wilderness management, Forest Plan implementation, and decision making. Additionally, a large amount of background data was collected over a period of several years about the resource condition of each Wilderness.

The Bridger-Teton National Forest made a commitment to devote time and energy to this planning effort, and stuck by that commitment for two years. Specialists such as the Forest Archaeologist, Forest Hydrologist, Wildlife Biologists, Fire Planners, and Wilderness Managers spent many hours compiling information, presenting it to and discussing it with the task forces, and reviewing the final documents. The line officers (Forest Supervisor and District Rangers) remained actively involved with the task force and LAC process as it evolved over the course of two years.

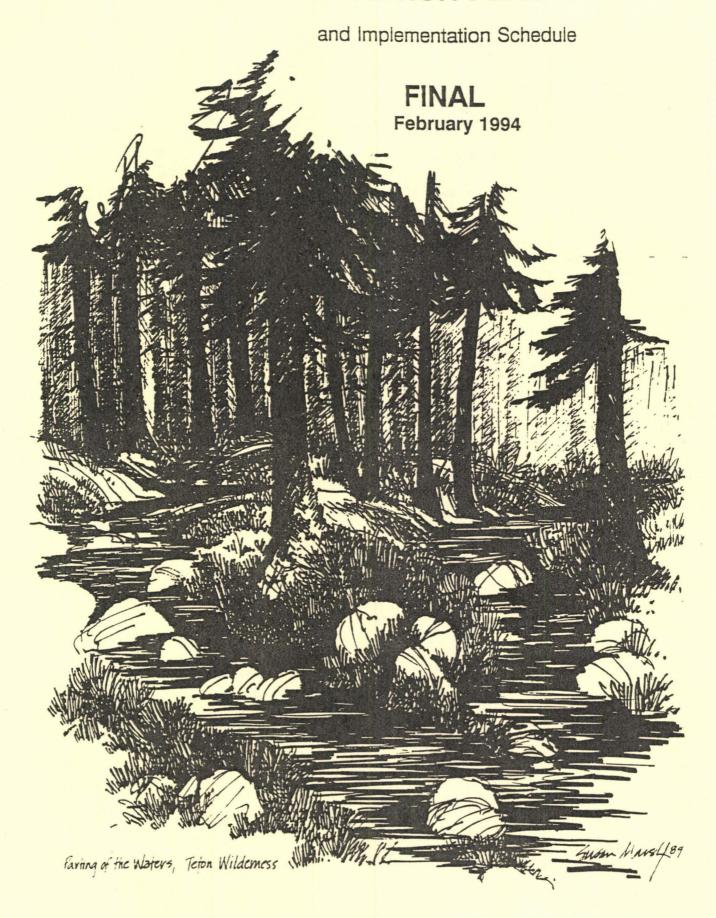
The Forest Recreation Officer (Susan Marsh) provided all kinds of support, coordination and assistance, particularly in recognizing the value of having Merigliano oversee the entire process, and convincing the forest leadership team to hire her. It was especially valuable having someone of Merigliano's caliber to direct the process, educate the project leaders, plan the massive public involvement effort, prepare meeting notes and public newsletters, deal with large-scale mailings, and generally manage the planning effort.

There was some concern that working with members of the public on the task forces was a violation of the Federal Advisory Committee Act (FACA). To avoid the appearance that the task forces were unduly influencing decisions, several ground rules were established:

- *all meetings of the group were open to the public and the media;
 *it was made clear from the beginning that the group was only making
 recommendations, and the final decision(s) would be made by the Forest
 Supervisor;
- *the public was provided opportunity to review notes from each task force meeting and to comment on all recommendations;
- *task force members were selected by their constituents to provide a diverse representation on the task force.

One of the unplanned benefits of the planning process was the development of friendships between members of the group who had known each other only as adversaries before spending many hours together at task force meetings. The group participated in a 3-day trip into the Teton Wilderness during the summer of 1992, to discuss some of the more controversial issues on the ground. This was probably the first time that horses, llamas, and backpackers had travelled together in the Teton Wilderness.

TETON WILDERNESS ACTION PLAN



"When I go into the Wilderness today it is not the mishaps, thrilling as they may be, that I look forward to. Rather I seek the small adventures occurring from day to day. This morning, for instance, I stepped out of my tent, and in the dense fog which had settled over the meadow a great dark form loomed up, coming nearer, then slowly took the shape of a big bull moose...then a pure white weasel came hopping up, carrying a field mouse...a golden eagle came floating along on widespread, silent pinions, soared high over the forest...out of the darkness came tremulous yodeling, the song of the coyote. These are the adventures of the wilderness, the scenes and the music which make up Nature's great mosaic."

Reprinted from *Wapiti Wilderness* by Margaret and Olaus Murie (Colorado Assoc. University Press, 1985) by permission of the University Press of Colorado

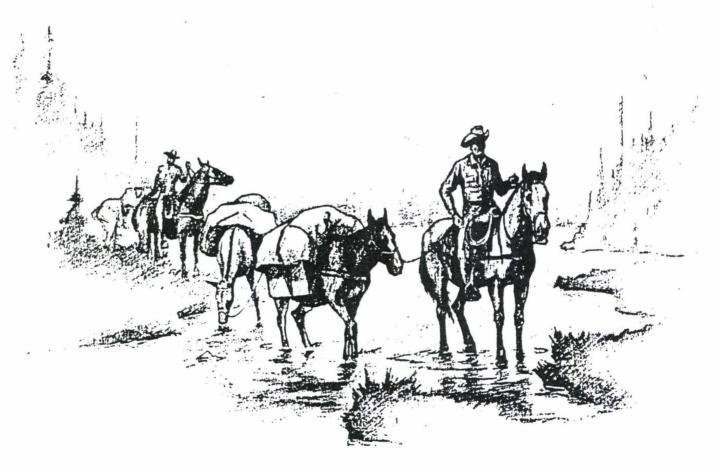


TABLE OF CONTENTS

	Page Number
Signature Page	
I. Introduction Why was this document created? What does this document contain? How was this document created? How will the document be used? What is next?	1 1 1 2 2
II. Location and Description of the Teton Wilderness Relationship to other lands Description of natural, ecological and cultural history Map of Wilderness Location History of Designation	3 3 4 5
III. Wilderness Management Overview What is Wilderness? Principles of Wilderness management Map of current Teton Wilderness zones	7 8 11
IV. Implementation Direction Introduction	13
A. Wildlife B. Fisheries C. Vegetation	15 17
Noxious weeds, sensitive plants and riparian areas Erire Grazing - livestock and recreational stock Air and Water Quality Cultural Resources and Fossils	20 23 26 31 33
F. Recreation 1. Recreation Experience 2. Campsites 3. Trails and Signs G. Special Use Authorizations for Outfitter/Guides H. Scientific Research	35 40 44 49 53
Minerals J. Administrative Sites and Structures K. Education and Law Enforcement L. Search and Rescue M. Administration	54 55 58 64 65

V. Inventory and Monitoring Plan		
Introduction	7.4.17	66
Inventory Table		69
Implementation Monitoring Table		72
Effectiveness Monitoring Table		74
VI. Wilderness Implementation Schedule		
Summary of Priorities		78
Summary of Actions, Responsibilities, Costs and Priorities		80
VII. References		
		95
Appendices		
Appendix A: Public Involvement		97=
Appendix B: Citizen Task Force & Forest Service specialists		99
Appendix C: Wilderness Act		101
Appendix D: Recommended zone boundary changes		106
Appendix E: Bridger-Teton Forest Plan Goals and Objectives		109
Appendix F: Campsite and Meadow Condition Assessment Forms		111
Appendix G: Administrative Site History		114

SIGNATURE	PAGE	
PREPARED BY:		
Katheyn D HAR	DY, Buffalo Ranger District	12/15/93
MAA /	Muriquano IO, Bridger-Teton National Forest	2/11/94 Date
APPROVED BY:		
William		2/10/94
WILLIAM T. BASS,	Buffalo District Ranger	Date '
BRIANT, STOUT,	Bridger-Teton Forest Supervisor	3/1/94 Date

Section 1

Section 2

The second

1

I. INTRODUCTION

WHY WAS THIS DOCUMENT CREATED?

The purpose of the Action Plan is to present a comprehensive picture of what needs to be done in the Teton Wilderness to maintain or make progress toward the desired future conditions described in the Bridger-Teton National Forest Land and Resource Management Plan (Forest Plan), and to meet the intent of the Wilderness Act.

The Action Plan has three major goals:

- 1. To identify what needs to be done to implement the Forest Plan.
- To respond to citizens' concerns.
- 3. To display accurate needs for funding and staffing.

The Action Plan is a dynamic document which will be reviewed and updated as needed. Monitoring of existing conditions and communication with Wilderness users will be used to identify and respond to changing conditions, new information, and emerging issues.

WHAT DOES THIS DOCUMENT CONTAIN?

- Proposed Desired Future Conditions.
- A description of existing conditions.
- Management objectives.
- Actions to meet management objectives.
- Monitoring plan.
- Work priorities for the next 5 years.
- Budget and staff needs.

HOW WAS THIS DOCUMENT CREATED?

The Teton Wilderness Action Plan was developed using the Forest Plan Implementation process along with intensive public involvement (see Appendix A). Forest Plan Implementation focuses on analyzing current conditions, identifying the "gap" between current and desired future conditions and scheduling actions to close the gap. The Action Plan is not a NEPA decision document. Many of the actions identified in this document will require site-specific NEPA analysis before they are implemented. Analysis contained within this Action Plan identifies key issues and sets the stage for determining which tools will be most effective to maintain or improve conditions. In order to produce a simpler, more readable document, not all of the information on existing conditions is included here. More detailed information can be found in the project files located at the Buffalo Ranger District office in Moran, Wyoming.

Much of the credit for this Action Plan goes to the Teton Wilderness citizen task force whose members have volunteered their time for a year and a half to work through the concerns and develop the objectives, actions and recommended desired future conditions contained in this document. The citizen task force comprised diverse interests in Wilderness management and contributed tremendous personal expertise relative to the Teton Wilderness. They were chartered with working together through open dialogue and mutual learning to reach agreement on objectives and specific desired future conditions for the Teton Wilderness. They also offered ideas on possible actions to meet each objective and helped established priorities for the next five years. Task force members and Forest Service specialists are listed in Appendix B.

In addition to the task force, many other citizens offered valuable insight through letters or telephone calls. The time and effort contributed by citizens has shaped the vision for management of the Teton Wilderness.

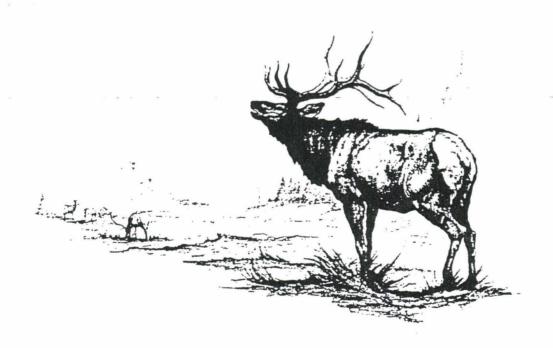
HOW WILL THIS DOCUMENT BE USED?

The objectives and actions identified in this document will guide management of the Teton Wilderness. The document will be used to request future funding and priorities will direct how available money is spent. The Action Plan will also be used to monitor the Wilderness resources, and to track and report accomplishments.

WHAT IS NEXT?

This analysis has identified possible actions to maintain natural conditions while still allowing people to experience the Wilderness. Suggested actions relative to education, monitoring and routine maintenance will begin immediately. Suggested actions such as issuing additional outfitter use, updating an Allotment Management Plan, or reconstructing a trail, will require site-specific analysis as required by the National Environmental Planning Act (NEPA) to develop alternatives and display effects, to determine how to best accomplish the action. Another product of the Teton Wilderness Action Plan is proposed zone mapping changes (6A-6D), desired future conditions, standards and guidelines which differ from current Forest Plan direction. NEPA analysis and further public involvement will be completed before these proposed changes become part of the Forest Plan.

The high degree of participation by citizens in preparing this document has resulted in a much better product. We strongly encourage continued involvement in monitoring, education and project implementation through partnerships which allow us to work together towards protection of the Teton Wilderness.



II. LOCATION AND DESCRIPTION OF THE TETON WILDERNESS

The 585,468-acre Teton Wilderness is located just south of Yellowstone National Park in northwestern Wyoming, in Teton, Park and Fremont Counties. It is bounded by Yellowstone National Park to the north, by Yellowstone and Grand Teton Parks to the west, by the Buffalo Valley to the south, and by the Washakie Wilderness (Shoshone National Forest) to the east. The Wilderness is administered by the Buffalo Ranger District of the Bridger-Teton National Forest.

RELATIONSHIP TO OTHER LANDS

The Teton Wilderness lies within the Greater Yellowstone ecosystem, an area nationally known for its wild lands, wildlife, geological features, scenic beauty, and recreational opportunities. The Teton Wilderness is part of the network of designated Wilderness which comprises roughly 34% of the Greater Yellowstone Area. The Teton Wilderness contributes significantly to this network by

- providing habitat for Threatened and Endangered species grizzly bears, peregrine falcon, bald eagle, and the grey wolf. Habitat for numerous sensitive species is also found here.
- furnishing summer habitat for a portion of the Jackson Hole elk herd.
- preserving extensive wild lands which form a vital part of the Greater Yellowstone ecosystem. The land retains its primeval character.
- providing a very large area of wilderness that can offer people opportunities for travel, challenge, and solitude in a primitive, remote setting.

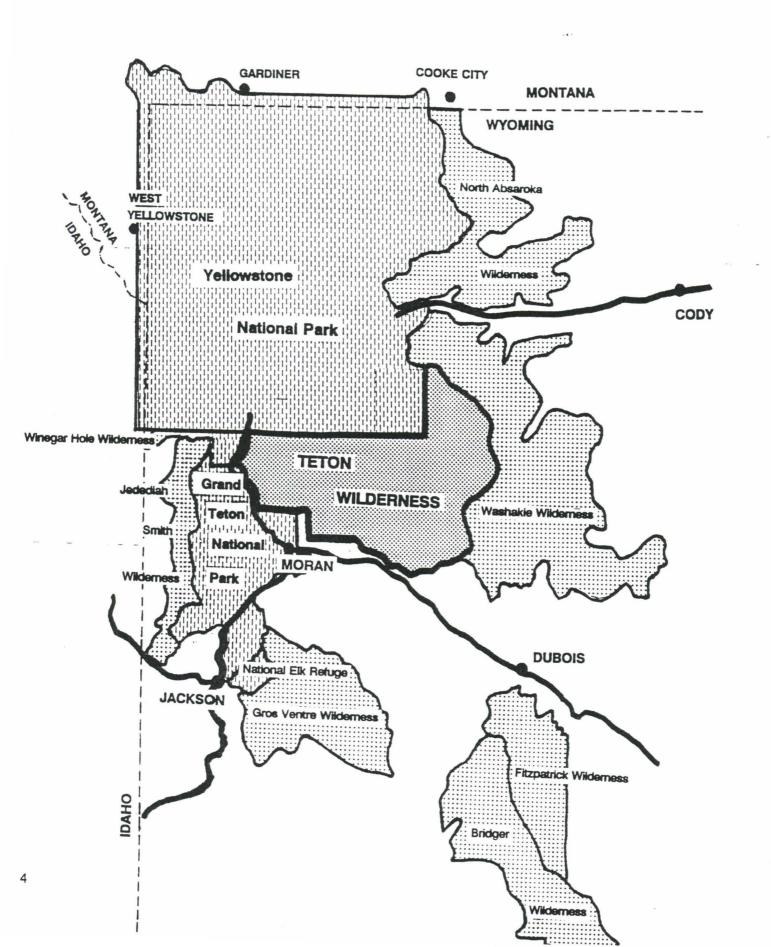
DESCRIPTION OF NATURAL, ECOLOGICAL AND CULTURAL HISTORY

The Teton Wilderness Report of 1955 provides an overview of this magnificent area. It states that,
"In this area lies the famous Parting of the Waters where a full-size creek splits on the Continental Divide
to flow each way.... The Wilderness's principal charm and desirability is its unspoiled natural state and
the fact that it is still primitive in all its aspects. Its trails, although effectively answering all needs for
protection and administration purposes, are far from being dressed up in modernism and subtract
nothing from the general primitive aspect of the area. Unparalleled panoramas of mountain scenery
can be viewed from within this area. Jackson Hole and the upper Yellowstone River, in which this
Wilderness lies, has a long history in early exploration and in the fur trapping trade. This area
symbolizes the country as these early explorations found it and should be retained for posterity.
Probably nowhere in the United States in the same extent of territory is there the abundance and variety
of game animals as there are in this area. It is summer range of approximately 10,000 head of elk.
Moose, deer, and bear are plentiful. Mountain sheep frequent the high country."

Major drainages are the Yellowstone, Thorofare, Buffalo, and Snake Rivers. The Continental Divide bisects the area. The western half consists of forested ridges, interspersed with mountain meadows and grassy slopes, ranging in elevation from 7,500 feet to about 9,675 feet. The eastern half consists of high plateaus, ridges, and large mountain meadows along the major drainages with elevations varying from 8,000 to 12,165 feet. Highly productive mountain meadows are a conspicuous feature of the wilderness landscape. Vegetation communities have all been shaped by past fire, ranging from low-intensity small fires to large stand-replacing fires. The lower elevations are dominated by lodgepole pine. Engelmann spruce occupy the moist bottoms and also grow in association with subalpine fir at higher elevations.

LOCATION OF TETON WILDERNESS

WITHIN GREATER YELLOWSTONE AREA



Whitebark pine is the primary conifer above 9,000 feet and provides an important food source for many animals and birds. Grizzly and black bears frequent the area and a wolf was killed near the Yellowstone National Park boundary in 1992.

There are 10,000 years of human history in this region and evidence of past uses can still be found in the Wilderness. Little is known about the earliest visitors, although flakes and remnants of stone tools bear witness to the use of the mountains by Native Americans, probably during the summer and fall for harvesting fish, animals and plants. Later human uses continued to revolve around hunting the abundant game. Between 1820 and 1840, beaver trappers used the major drainages as travel routes between more productive lands to the north and south. Old cabins in the area are legacies from fur trappers, miners, and elk tusk hunters, known as "tuskers". Hunting and fishing are the basis for a long history of outfitting and guiding visitors into the Wilderness.

HISTORY OF WILDERNESS DESIGNATION

Wilderness designation is, by its very nature, controversial. Wilderness legislation is typically characterized by years of debate and compromise. For this reason, an area must be supported by the public to ensure designation. This section is included to give the reader a sense of why people were determined to set aside the Teton Wilderness. An understanding of the history of designation will help ensure that management direction meets the intent of the legislation.

The land that we now know as the Teton Wilderness was designated a Primitive Area by the Forest Service in 1934. In 1955, the Forest Service changed the classification to "Wilderness"; and in 1964, with passage of the Wilderness Act, the Teton became one of the first Wildernesses in the National Wilderness Preservation System. The Wyoming Wilderness Act of 1984 added an additional 28,156 acres along the western boundary adjacent to Grand Teton National Park.

The following key values were identified as reasons for designating the Teton Wilderness:

- Summer rangeland for elk and many other wildlife.
- Prime fishing waters.
- Vital watershed containing the main headwaters of both the Snake and Yellowstone Rivers.
- Outstanding opportunities for long pack trips in a remote area

"A cow moose lunged off through the willows. We passed a beaver house in a blind channel. High overhead an eagle soared. The wide sweep of the valley landscape, sheer cliffs and bold mountain slopes with heavy green forest, the tang of autumn all added to the rapture of the moment. Here was wilderness."

(Recounting trip in 1928 to the Thorofare) Reprinted from *Wapiti Wilderness* by Margaret and Olaus Murie (Colorado Assoc. University Press, 1985) by permission of the University Press of Colorado

*Often from out of the forest, as I sit here writing, comes the long clear bugle note of a bull elk, while just a few moments ago, out of the darkness, came tremulous yodeling, the song of the coyote. These are the adventures of the wilderness, the scenes and the music which make up Nature's great mosaic. Why do we so delight in the wild creatures of the forest, some of us so passionately that it colors our whole life? ... I know that when I have stood in Nature's domain, rapt in wonder, in the presence of some manifestation of her charm, perhaps a sunset, a mighty unfolding of the mountain ranges to the horizon, or the soft hooting of an owl in the dusk, at such times I have had my greatest peace. At such times I can harbor no ill will toward my fellow man."

(From trip to Upper Yellowstone) Reprinted from Wapiti Wilderness by Margaret and Olaus Murie (Colorado Assoc. University Press, 1985) by permission of the University Press of Colorado

"The Teton Wilderness furnishes clear water, abundant wildlife, unlimited amounts of forage for grazing animals, scientific values, and the intangible values that come from wilderness enjoyment. Here man can experience the feeling of solitude and refresh his spirit in the wilderness of a vast area. Within wilderness, you will leave far behind the tin can tourist, the super highways, the din and tensions of modern living. You will exchange the roar of traffic for the golden eagle's scream and the cry of the coyote. At night the garish neon signs will be replaced by the soft glow of a friendly campfire. The beat-beat of canned music will give way to the sound of the night breeze in the forest trees. You will returned filled with an inner peace and a renewed sense of values".

Article in Jackson Hole Courier December 8, 1960

COMMON VALUES IDENTIFIED FOR THE TETON WILDERNESS

Common values identified by citizens at the beginning of this planning process reflected many of the same ideas. Overwhelmingly, we heard that the following four conditions were what people wanted to find or experience in the Teton Wilderness in the future:

Wildness - Natural Forces. Specific values mentioned were:
Big chunk of land where hand of humans is not evident, fairly wild and free
Chance to encounter nature on its own terms
Place to see natural forces and landscapes with little sign of human presence
Similar to conditions found long ago

Solitude and Experience. Specific values mentioned were:

Quietness
Contrast to crowds in National Parks
Low contact with other people
Outstanding country for horse/mule trips (size of area, type of terrain, trail system, graze, etc.)

Wildlife. Specific values mentioned were: Wild plants and animals in a natural setting Diversity of wildlife Good hunting and fishing Grizzly bears and wolves

Freedom from rules. Specific values mentioned were:

To be able to go and enjoy what the area has to offer without stringent rules

Freedom and accessibility

III. WILDERNESS MANAGEMENT OVERVIEW

Management direction in this document must flow from the Wilderness Act (Appendix C), thus a clear understanding of the Act is needed. This section is intended to give readers insight into what Wilderness is and the principles which guide its management.

As civilization spread across the United States and more and more of our natural resources were developed, there was growing recognition that we were losing our heritage of wildlands. Increasingly, people called for a redefinition of progress to include maintaining our quality of life that is tied to a natural landscape. After many years of debate, we did something no other country had done - established a National Wilderness Preservation System to "assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States, leaving no lands designated for preservation and protection in their natural condition".

WHAT IS WILDERNESS?

Congress' stated purpose for passing the Wilderness Act in 1964 was to "secure for the American people of present and future generations the benefits of an enduring resource of Wilderness". The Act defines Wilderness, "in contrast with those areas where man and his own works dominate the landscape, as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain". A key word is "untrammeled" which means unconfined or unhindered.

Wilderness contains many basic resources - air, water, wildlife, fish, cultural, soil, and vegetation - but what makes Wilderness unique is the setting which ties these basic resources together into a Resource of Wilderness Act defined the setting as:

- 1. A place not controlled by humans, where the land's primeval character and influence are retained and natural processes operate freely.
- 2. A place not occupied or modified by humans, where humans are visitors and the imprint of their work is substantially unnoticeable.
- 3. A-place with outstanding opportunities for solitude or a primitive and unconfined type of recreation.

The Wilderness resource produces many benefits for individuals and society. These benefits can be categorized under the six purposes of Wilderness identified in the Act.

Recreation - Wilderness is a place of freedom from the crowds and motorized and mechanized intrusions of modern life, where shared experiences can strengthen bonds between family or friends, and where we can feel a sense of humility and spiritual connection to the land and other living beings. It is a place where we can challenge ourselves to develop our skills thereby enhancing self-confidence. It is peace and quiet where we can renew our mind, body and spirit.

Scenic - Wilderness is a place of natural beauty which offers an uplifting view, even for those who may never enter. This beauty has inspired art, music and literature.

Scientific - Wilderness is increasingly being viewed as a place where we can study how ecosystems function. It can provide a baseline for global monitoring and an ecological benchmark to assess the impact of human activities in more developed settings. This information can help greatly as we strive to harmonize human activities with the environment and create sustainable communities.

Educational - Wilderness is an outdoor classroom where we can learn first-hand about nature and people's relationship to the land.

Conservation - Wilderness is a storehouse for gene pools - plants, animals and other forms of life that are being displaced by human occupation elsewhere. We are just beginning to recognize the value of some species, including plants with medicinal value. Wilderness provides clean air and water and large areas of plant cover which serve as filters for pollution. Wilderness is also seen as a bequest of wild places that we pass on to future generations.

Historical - Wilderness is a link to our heritage - a reminder of what the frontier was like. It is a place where we make a conscious decision to preserve our traditional, primitive skills that might otherwise be lost. It is also a place where evidence of past human history can reveal valuable stories about survival in natural environments, meeting physical and mental challenges.

PRINCIPLES OF WILDERNESS MANAGEMENT

Since the Wilderness Act was passed, most efforts have focused on deciding which lands should be designated Wilderness. Increasingly, people are recognizing that Wilderness is not protected simply by drawing a line around it. The time has come to turn our attention toward taking care of what we have designated.

The Wilderness Act says that Wilderness "shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness". Wilderness management is not management in the sense of manipulating, improving, or molding nature to suit people or maximize a particular human benefit. Rather, it is the **control of human activities** so that interference with nature is minimized.

The following principles, based on the Wilderness Act, guide Wilderness management.

- Strive for less human interference by minimizing the effects of human activities so that activities do not dominate natural conditions and processes. This means that rather than trying to change the land to suit people, we limit the effects of our activities so that conditions develop in response to natural disturbances and processes.
- 2. Provide a spectrum of high quality wilderness experiences that retain elements of solitude, spirituality, surprise and discovery. Provide opportunities for travel using "primitive" means in an unconfined environment where one can experience challenge and risk.
- Manage Wilderness as one resource with inseparable parts, each of which supports the three part
 definition of the Wilderness resource and contributes to overall ecosystem integrity. Provide opportunities to fulfill all the purposes of Wilderness recreational, scenic, scientific, educational, conservation,
 and historical.
- 4. Use the minimum tool concept which means that every action should be evaluated to determine if it is needed to protect the land or the experience. If the action is needed, then it should be done in a way that has the least impact on the Wilderness resource and visitor experience (with the use of primitive skills emphasized over mechanical or motorized). Decisions should not be made based on what is fastest, easiest or least expensive. The minimum tool concept is especially useful for evaluating trail projects, structures, fire suppression activities, visitor regulations, and requests for scientific use.
- 5. Manage the special provisions in the Act (section 4d) with the minimum impact on the Wilderness resource and experience. The Wilderness Act would not have become law if compromises were not

made. These provisions clearly indicate that Congress did not view Wilderness as a place with no human impact. Key provisions are:

A. Livestock grazing (cattle and sheep) is permitted where it was established prior to the Act. In 1980, Congress further clarified how they wanted grazing to be managed in Wilderness:

- * There shall be no curtailment of grazing in wilderness simply because an area is designated wilderness, nor should wilderness designation be used as an excuse to slowly phase out grazing.
- * Supporting facilities, existing in an area prior to classification as wilderness (including fences, line cabins, water wells and stock tanks) can be maintained in wilderness.
- * Deteriorated facilities or improvements do not have to be replaced using natural materials, unless the material and costs are such that the use of natural materials would not impose unreasonable additional costs on permittees.
- * New improvements may be constructed or deteriorated facilities replaced if they are in accordance with these guidelines and management plans for the area.
- * Motorized equipment can be used for emergency purposes such as rescuing sick animals or placing feed in emergency situations.

It is important to note that cattle and sheep grazing must still be managed to protect basic resources under the same direction as National Forest land outside Wilderness.

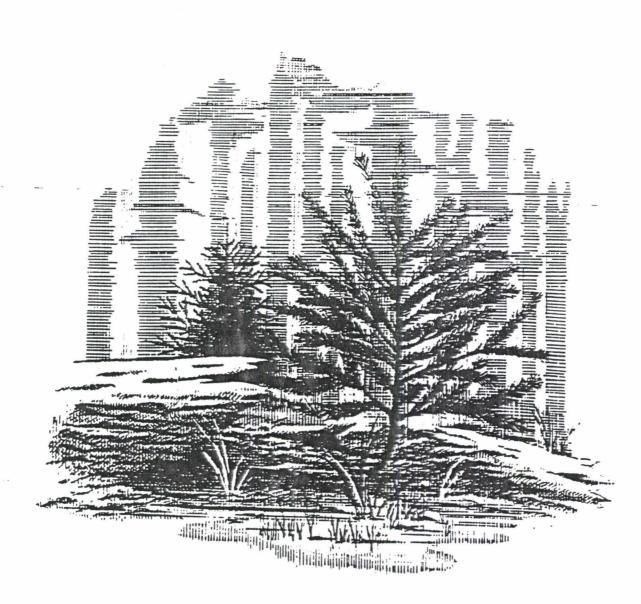
- B. Commercial enterprises are generally prohibited except "commercial services may be performed to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the area". Outfitting and guiding is the most common activity which meets this provision.
- C. The State retains authority over management of fish and wildlife populations, thus hunting and fishing are allowed as long as State regulations are followed.
- D. Management actions such as the use of motorized equipment, structures or installations, are permitted only "as necessary to meet minimum requirements for the administration of the area for the purpose of the Act". This includes measures required in emergencies involving the health and safety of people in the area. Wheelchairs are also permitted for people whose mobility requires their use.
- E. Mining is permitted on valid claims existing prior to Dec. 31, 1983.
- F. Measures may be taken as necessary to control fire, insects and diseases subject to conditions deemed desirable.
- 6. Ensure an inheritance of Wilderness for future generations to enjoy. Every action should help maintain or improve wilderness character so that over the long-term people will continue to reap the benefits of an enduring Wilderness resource.

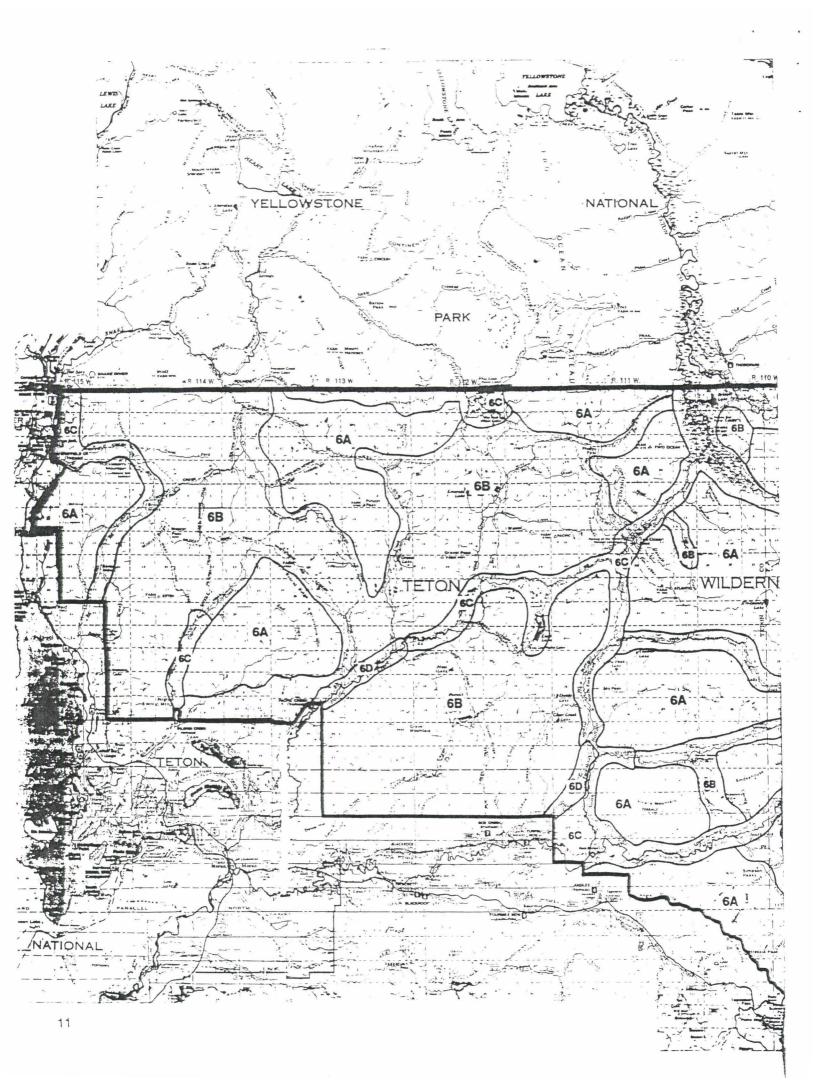
LIMITS OF ACCEPTABLE CHANGE

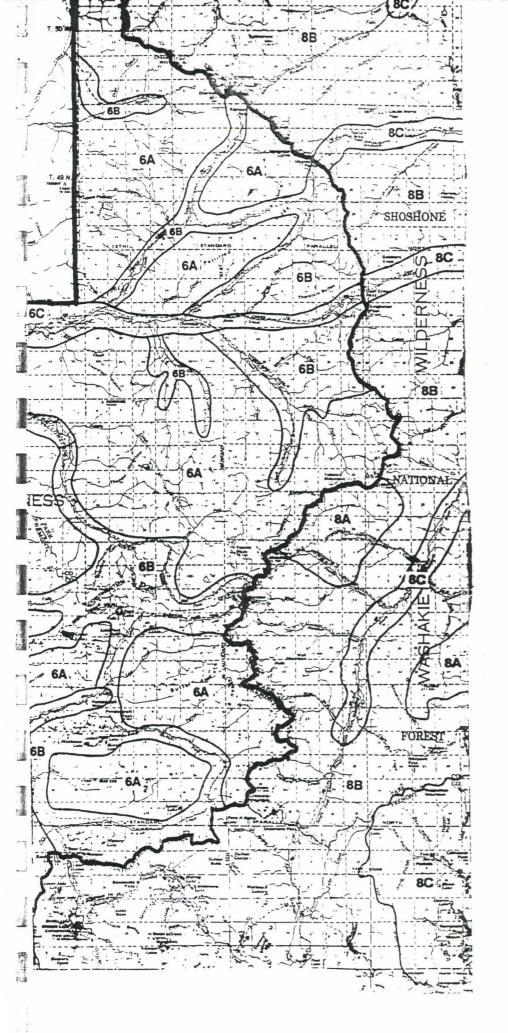
In the past, Wilderness management focused on determining carrying capacity - the number of people an area could support without being damaged. Research on human impacts has revealed that the amount of use does not necessarily determine the amount of impact. Factors such as people's behavior, type of use, timing of use, and site location all play a major role in determining how much impact occurs. Thus, a new approach evolved that focused on describing desired future conditions and setting standards for how much change was acceptable. Interpretation of the Wilderness Act helps set the bounds on what might be considered acceptable. The implementation direction contained in this document is based on this new approach. Four premises underlie this approach:

- 1. Some change in conditions is inevitable. With any human use, some impact will occur. Indeed, there is probably no place on earth that is completely unchanged by human activities. Thus, the challenge is to define how much change in conditions in any one area is acceptable.
- 2. The focus is on human-induced change. A major goal in Wilderness management is to minimize human interference so that nature can do the "managing", thus the focus is on setting limits to change that result from human activities rather than changes that occur due to natural events (e.g. wildlife population fluctuations, fire, windthrow, avalanches). Examples of human activities are camping, trail construction and maintenance, fire suppression, introduction of exotic plant species, livestock grazing, and human-induced air pollution.
- 3. The effects of human activities are what is important. A fundamental concept is that the focus of management needs to be on desirable and acceptable conditions (outcomes), rather than on the human activity itself. Key to this concept is describing what the wilderness resource and experience should be like in the future, identifying what elements of the resource and experience are most important to monitor, and establishing measurable standards that define how much change is acceptable for the selected elements. This approach requires working with different users to develop agreement on what we should be trying to achieve. Then, rather than managers telling users what to do, the burden is on all users to assume personal responsibility to come up with ways to achieve the conditions that are acceptable, within the limits of the Wilderness Act.
- 4. A diversity of settings within Wilderness is important to maintain. A diversity of settings normally occurs within a Wilderness due to differences in trailhead access, topography, water sources, proximity to towns, range suitability, and vegetation density. This results in differing levels and patterns of human use. Rather than try to disperse human use evenly throughout the Wilderness, it is desirable to identify different levels of acceptable human impact for a spectrum of zones. Thus, stricter standards are set for areas where it is desirable to have very little human influence and more change would be acceptable in areas where it is desirable to concentrate human use. This concept is particularly valuable in providing a spectrum of opportunities for wilderness recreation experiences. Wilderness must provide opportunities for primitive recreation, solitude, self-reliance, challenge, and inspiration. However, what constitutes solitude, self-reliance and challenge is largely an individual matter. By providing a diversity of settings, visitors can choose the particular area within the Wilderness that they feel will best meet their desires.

The Bridger-Teton Forest Plan identified four zones of desired future conditions for Wilderness. The 6A areas are managed for the least amount of human influence while the 6D areas allow the most human influence. The map on pages 11-12 show the current Forest Plan zones for the Teton Wilderness. One of the products from the citizen task force was a map of recommended adjustments to the zone boundaries to better meet desired conditions. A summary of recommended changes in zone boundaries can be found along with a map in Appendix D. Please note that changes in zone boundaries along with changes in standards and guidelines require a Forest Plan amendment using NEPA analysis. Thus, these recommendations will require further public involvement and analysis before the changes are made.







TETON WILDERNESS

6A = A pristine setting where little to no evidence of human use or presence exists.

6B = A natural setting where some evidence of human use or presence exists.

An essentially natural setting where evidence of human use or presence exists, particularly in concentrated use areas such as campsites.

6D = An essentially natural setting where evidence of human use exists and encounters with other groups may be frequent.

WASHAKIE WILDERNESS

Provides for the protection and

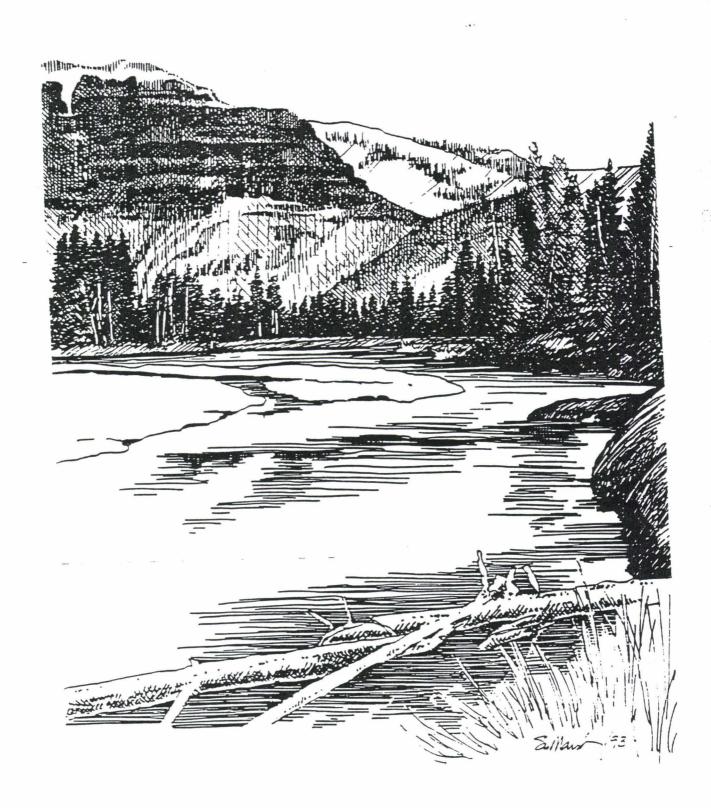
8A = perpetuation of essentially pristine biophysical conditions and a high degree of solitude for both wildlife and humans with no perceptible evidence of past human use.

Provides for the protection and perpetuation of natural biophysical conditions. On-site regulation of recreation use is minimal. Travel is cross-country or by use of low-density trail systems.

Provides for the protection and

8C = perpetuation of essentially natural biophysical conditions. Solitude and a low level of encounters with others users or evidence of past use are not essential parts of the setting. Human travel is principally on system trails.

Designated campsites show evidence of repeated but acceptable levels of use.



IV. IMPLEMENTATION DIRECTION

This section describes where we are going (desired future condition), where we are now (existing condition), and what needs to be done to maintain acceptable existing conditions, or to improve unnacceptable existing conditions to reach the desired future conditions. Implementation of direction contained in this document will contribute to meeting overall goals and objectives contained in the Bridger-Teton Forest Plan (see Appendix E). While there are certainly relationships and overlaps between the topics discussed, we have organized the information into the following categories:

- A. Wildlife
- B. Fisheries
- C. Vegetation
 - 1. Noxious Weeds, sensitive plants, and riparian areas
 - 2. Fire
 - 3. Grazing livestock and recreational stock
- D. Air and Water Quality
- E. Cultural Resources and Fossils
- F. Recreation
 - 1. Recreation Experience (includes Aircraft Overflights)
 - 2. Campsites
 - 3. Trails and Signs
- G. Special Use Authorizations for Outfitter/Guides
- H. Scientific Research
- I. Minerals
- J. Administrative Sites and Structures
- K. Education and Law Enforcement
- L. Search and Rescue
- M. Administration

Each topic includes the following information:

CONCERNS: Highlights of what we heard from citizens. This information helped develop the desired future conditions, objectives and actions. Please note that the concerns reflect what we heard from interested citizens and managers through meetings, letters and phone calls. They should not be interpreted as management direction.

DESIRED FUTURE CONDITIONS: Desired future conditions are the goals which describe the condition we are trying to achieve - the target to shoot for. It is the quality of the resource and the experience that people want to find when they visit or think about the Wilderness. The desired future conditions are based on the Bridger-Teton Forest Plan and include standards and guidelines.

Standards and guidelines define acceptable conditions - how much change is tolerable before management action is triggered. When existing conditions are monitored, standards and guidelines would be used in the following way:

Green light..... Conditions meet the standard and trend is stable or improving. Response: continue monitoring.

Yellow..... flashing light

Yellow...... Conditions meet the standard but the trend is declining.

Response: explore why conditions are declining and initiate non-restrictive management actions to turn the

situation around before standard is violated and more restrictive actions might be needed. Increase monitoring frequency.

Red light..... Conditions do not meet the standard.

Response: determine why the standard is not being met and initiate management actions that will improve conditions. Because natural recovery can take a while in high elevation areas, conditions may not meet the standard within one year. The bottom line is that the actions must improve conditions so that the standard is eventually met.

Many of the standards and guidelines included in this document describe procedures to be followed or what is or is not allowed, rather than acceptable conditions. At this point, our limited knowledge of variability in natural systems over time and space makes it very difficult to establish quantitative measures which specify the amount of acceptable human interference. As monitoring and research make this information more available, standards establishing acceptable conditions will be incorporated.

Please note that the desired future condition wording in this document (including standards and guidelines) will not officially become part of the Forest Plan until a Forest Plan amendment is completed using NEPA analysis and further public involvement.

EXISTING CONDITIONS: Description of the conditions as they exist today.

MANAGEMENT OBJECTIVES: Objectives describe the "gap" between desired future conditions and existing conditions. Words like "improve" or "reduce" indicate that existing conditions do not meet Forest Plan standards and guidelines. Words like "monitor" or "maintain" indicate that existing conditions meet or are better than Forest Plan standards and guidelines.

ACTIONS: Actions describe what needs to be done - the possible strategies which could be used to maintain or restore quality Wilderness conditions and experiences. Where current conditions do not meet standards and guidelines, actions must lead to improvement in conditions so that standards are eventually met. It is important to note that natural variability and other factors influence the amount of impact, making it difficult to separate natural from human-caused change. Thus, you will find some actions call for determining the cause of a deteriorated condition before the best management action can be chosen. In many cases, we simply do not know the existing condition, thus the actions call for additional research to fill informational voids.

In keeping with the minimum-tool concept, Wilderness policy calls for primarily using non-restrictive actions such as information and education to manage visitor use. By stressing why a particular action is needed, we hope to gain voluntary compliance from visitors. Regulations are based on low-impact ethics and are enforced as an extension of the education effort. More restrictive actions will be chosen when conditions do not meet standards for acceptable conditions and less restrictive actions are not solving the problem.

A. WILDLIFE

CONCERNS

- Low-level aircraft flights are an important tool for locating and counting wildlife, but they are bothersome
 to Wilderness visitors and should be reduced whenever possible. Aircraft sounds are intrusive and
 violate the spirit of the Wilderness Act.
- Agencies must be cognizant of the impacts of aircraft on visitor experience and must work with pilots to reduce impacts whenever possible.
- Food storage structures (poles, boxes, etc.) are working to help people comply with grizzly bear regulations. They should be phased out eventually because they are permanent structures and because they concentrate impacts in their vicinity.
- 4. What options exist for bear-resistant storage? Even if all visitors have bear-resistant panniers and food-storage tubes, there is still a need for poles to hang game meat; and backpackers camping above treeline are particularly at risk for not complying with food storage regulations.
- 5. Habitat manipulation is *trammeling* and should only be done outside the Wilderness, unless the survival of a species depends on manipulation. Something minimal like placing a log where it can be used as a nesting platform is OK if there are no alternatives outside Wilderness.

DESIRED FUTURE CONDITION

Native wildlife is maintained, with special emphasis on the protection of Threatened, Endangered and Sensitive species (TES) and their habitats. Animal populations and distribution are affected by natural processes, thus numbers and distribution may fluctuate from year to year. Human disturbance does not displace wildlife from crucial areas such as wintering areas and nest sites. Hunting is allowed under Wyoming Game and Fish regulations and has temporary effects on population abundance and distribution that are within range of natural variability. Hunters have to work harder to get an animal but they feel a sense of adventure and use sfeath in pursuing game much as a predator might do.

Management Standards:

Visitor actions which tend to alter the natural behavior of wildlife, such as improper food storage leading to bear habituation to garbage, are not allowed. Visitor information and education are emphasized as a tool to gain compliance.

Re-introduction of native wildlife is permitted if a species was eliminated due to past human influence.

No new exclosures will be installed.

Management of habitat is not permitted except to meet requirements of the Endangered Species Act.

Management activities will be guided by the: Interagency Policy and Guidelines for Fish and Wildlife Management in National Forest and BLM Wilderness.

Condition Standard:

Wildlife habitat conditions reflect the diversity that results from natural disturbances; human activities such as recreation, livestock grazing and fire suppression interfere with natural conditions and processes only to the extent necessary to meet legal requirements.

EXISTING CONDITION

Habitat types have been mapped for the entire Teton Wilderness and provide information as to existing suitable habitat for all wildlife species. This information describes vegetation composition, existing cover/forage, and habitat age class and structure. Existing habitat maps currently do not and cannot provide specific information for species requiring specialized habitat types such as spotted and western big-eared bats.

Crucial winter range maps for the following species were updated in 1992: elk, moose, mule deer, bighorn sheep. Population distribution and abundance of these species are monitored annually by the Wyoming Game and Fish Department. Currently, population objectives are being met or exceeded.

Known nesting sites of trumpeter swans and peregrine falcon are monitored yearly by Forest Service and State biologists. Reports of other TES species including grizzly bears, wolves, spotted frogs, bald eagle, and lynx are recorded and submitted to the U.S. Fish and Wildlife Service, and to the Wyoming Game and Fish Department (WGFD).

MANAGEMENT OBJECTIVES

- 1. Continue managing human activities to encourage recovery of the grizzly bear. Conflicts involving grizzly bears will be resolved in accordance with the Interagency Grizzly Bear Committee guidelines.
- 2. Continue monitoring and documenting population abundance, distribution, and habitat condition for other TES species.
- 3. Preserve the historic migration corridor for the Yellowstone elk herd to reach the National Elk Refuge.

ACTIONS

- A. Obtain a list from Wyoming Game and Fish Department of low-level aircraft flights which are scheduled to occur each year, and cooperate to reduce flights whenever possible (i.e. have Wilderness Rangers count trumpeter swans; encourage WGFD to investigate use of satellite tracking collars).
- B. Meet with WGFD pilots and biologists to discuss ways to reduce impacts on visitors and wildlife from low-elevation flights (such as staying as high as possible, and not circling the same area excessively).
- C. Monitor population and habitat trends of TES species; update habitat maps. Conduct inventories for TES species which might be within the Teton Wilderness.
- D. Monitor habitat conditions in conjunction with WGFD on crucial bighorn sheep, elk, moose and mule deer winter range and calving/lambing areas.
- E. Provide information/education about wildlife (especially TES species) to visitors, including how they can minimize disturbance.

Prevent human/grizzly conflicts (educate visitors about food storage, enforce regulations, certify panniers are bear-resistant, etc.)

Provide information so visitors can identify wolves and not accidently kill them.

- F. Monitor campsite impacts associated with box and pole locations, and move structures where it will help improve campsite locations and conditions.
- G. Continue loaning bear-resistant panniers and food tubes, until a private company is willing to take over this service. Emphasize bear-resistant panniers over structures (boxes and poles).

B. FISHERIES

CONCERNS

- There are few natural fisheries in the Teton Wilderness.
- Stocking should be encouraged where needed to maintain a quality fishing experience.
- 3. People have become accustomed to having fish in most lakes and like it. Fishing is a main reason many people visit the Teton Wilderness (especially Yellowstone Meadows.)
- 4. Helicopters are the most efficient way to plant fish but they are an impact on Wilderness users.
- 5. Appropriateness of stocking fish in wilderness. If we stop stocking, use will increase where fish are present. Stocking is needed to disperse use.
- 6. Management options include restricting all fishing. Don't keep putting off hard decisions by stocking to maintain the status quo.
- 7. Focus on desired future conditions and management strategies. For "wild" management in most pristine areas, only restock rarely. Change fish management concepts to fit with DFC's (i.e. Wild in DFC 6A, Unique Species in 6B, Basic Yield in 6C, etc.)
- 8. Need to work with Cody and Jackson WGFD fisheries biologists to revise the fish stocking plan for the _ Teton Wilderness.
- 9. Education is the key: let people know about non-wilderness fishing areas; many Wilderness lakes didn't have fish historically; fish less-pristine areas of the Wilderness.
- 10. Look for opportunities to reduce stocking, i.e. achieve desired stocking levels by reducing fishing pressure.
- 11. Fishing is an important part of the experience. Don't want to lose fishing opportunities.
- 12. Fishing is causing the over-use of Yellowstone Meadows campsites and impacts on the trail systems, especially as people try to get in early each summer before the trails have dried out. A later opening date for fishing season would help reduce impacts, and would encourage more grizzly bear use of spawning creeks.
- 13. Designating an area as catch-and-release might just attract more people.

DESIRED FUTURE CONDITION

Native fish are maintained, with special emphasis on protection of the sensitive fine-spotted Snake River cutthroat and its habitat. Species which were introduced due to stocking programs prior to designation and have become established (i.e. reproducing and surviving) may be considered "naturalized". Fish population numbers and distribution may fluctuate from year to year due to natural variability. Fishing is allowed under Wyoming Game and Fish regulations. Visitors find that they have to work harder to access areas but are rewarded by being able to catch wild fish in a remote setting with few people around.

Management Standards:

Management of fish habitat is not permitted.

Re-introduction of native fish is permitted if the species was eliminated due to past human influence.

Habitat occupied by existing and reintroduced populations of Snake River cutthroat trout and the Yellowstone cutthroat trout will be managed to protect species purity.

Management activities will be guided by: Interagency Policy and Guidelines for Fish and Wildlife Management in National Forest and BLM Wilderness.

Condition Standard:

Fish habitat conditions reflect the diversity that results from natural disturbances; human activities such as recreation, livestock grazing, and fire suppression interfere with natural conditions and processes only to the extent necessary to meet legal requirements.

At least 90% of the natural stream bank stability of streams (particularly streams supporting sensitive or trout species) is maintained. Stream bank vegetation is maintained to 90% of its potential natural condition. Stream bank stability, vegetation, and fish numbers and biomass is managed by streamtype.

EXISTING CONDITION

Fishing is one of the most popular activities within the Teton Wilderness. Historically, there were not many fish within the Wilderness, but many lakes were stocked as early as the mid 1930s by outfitters and other users of the Primitive Area. Since 1954, the Wyoming Game and Fish Department has been stocking Wilderness lakes by helicopter. WGFD currently stocks 20 lakes in odd-numbered years. All of these lakes are in zone 6A or 6B. Thirteen lakes have been stocked in the recent past but are not currently stocked. Sixteen lakes have fisheries but have not been stocked within recent memory. Thirteen lakes are considered "fishless" and there are no records of stocking for them.

The lakes are stocked to meet various management goals: Basic Yield (objective is to provide exploitable fisheries); Wild (objective is self-sustaining fishery); Unique Species (objective is to maintain or expand unique species such as the Snake River Cutthroat Trout); and Trophy (objective is to provide exceptionally large fish). Non-native species (Golden Trout and Brook Trout) are stocked to provide more variety for anglers.

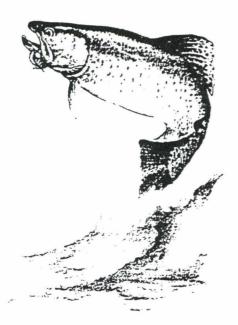
There is a two-fish limit within the Teton Wilderness (applies to any Wilderness within the Snake River Watershed).

MANAGEMENT OBJECTIVES

- 1. Fishing opportunities remain available to visitors to the Teton Wilderness where possible without damaging Wilderness values.
- 2. Impacts to riparian habitat, trails, campsites, and upland meadows during early-season fishing trips, are reduced or remain at an acceptable level.
- 3. Indigenous cutthroat trout populations are managed to protect species purity.
- 4. Fish stocking is minimized.

ACTIONS

- A. Revise fish management plan for the Teton Wilderness, in conjunction with the Wyoming Game and Fish Department.
 - *Develop fish management strategies which are consistent with the Wilderness Act and which reflect the management emphasis for 6A, 6B, 6C and 6D zones.
 - *No lakes will be stocked which are not currently being stocked, or which are barren.
 - *Determine if stocked fish are surviving and reproducing; determine the effects of fish stocking on aquatic habitat conditions.
 - *Emphasize stocking native species.
 - *Use fishing seasons and stocking levels to reduce human impacts on other resources, as a last resort.
- B. Learn more about indigenous cutthroat trout populations and how to protect their habitat (potential joint study with Yellowstone National Park). WGFD strongly supports this proposal and would like to be involved in future studies.
 - *Where introduced trout species are present along with native trout, management decisions will benefit native cutthroat even if this is to the detriment of the introduced species.
- C. Provide information and education about fisheries, including an historical perspective, and promote user responsibility.
 - *Educate wilderness users to not expect fish in every lake. Provide them fishing opportunities in less-pristine or non-Wilderness regions.
 - *Develop appreciation for native fish species, and an understanding that many Wilderness lakes were not good fisheries historically.
- D. Develop plan to deal with early-season impacts on Yellowstone Meadows and Atlantic Creek associated with fishing.
 - *Pursue solutions to protect trails, campsites and forage from heavy early season use.
 - *Have a Wilderness Ranger at Yellowstone Meadows early each summer to attempt to reduce impacts through personal contacts with visitors.
 - *Encourage biologists from the Cody WGFD to visit Yellowstone Meadows early each summer to observe resource impacts.
 - *Work with WGFD to build support for a later fishing season (July 1 or 15) so that trails and campsites are dried out and forage is ready.
 - *Allow grizzly bears uninterrupted feeding on fish during the early summer.



C. VEGETATION

C1. NOXIOUS WEEDS, SENSITIVE PLANTS, AND RIPARIAN AREAS

CONCERNS

- 1. Impacts on native plant communities from grazing and recreation activities; character of area may be changing.
- 2. Visitors should be educated so they can recognize noxious weeds and know what to do about them.
- 3. Outfitters want to control noxious weeds near their camps.
- 4. It is unrealistic to expect to eliminate some species of noxious weeds. We don't have the time or money to tackle Canada thistle (which may be native anyway). Eliminate priority species and monitor the rest.
- 5. Have to allow for human use; don't set unrealistic regulations (i.e. have to remove all possible seeds from horses mane and hoofs before entering Wilderness).
- 6. Noxious weeds are spreading into the Wilderness, especially from Grand Teton National Park.
- 7. Use minimum tools to control noxious weeds.
- 8. Fisherman traffic causes impacts to riparian zones, especially in the vicinity of Yellowstone Meadows. Minor trails develop through the creek-side vegetation.
- 9. What is the natural function of a riparian area?

DESIRED FUTURE CONDITION

Plant populations and distributions are affected by natural processes. Differences in the natural potential of sites and natural disturbances such as fire, windthrow, avalanches and floods result in a mosaic of vegetative types across the landscape. The composition and structure of native plant communities are maintained without the occurrence of exotic plant species. Special emphasis is given to the protection of sensitive species and their habitats.

Management Standards:

Management of habitat to improve plant populations is not permitted.

Re-introduction of native plants is permitted if a species was eliminated due to past human influence.

Non-native plants, especially those which may significantly alter natural plant succession, are controlled by means that have the least impact on the Wilderness resource.

Native insects and disease are not controlled.

Pack-in feed will consist of weed-free pellets and cubes, and rolled grain.

Condition Standards:

Vegetation conditions reflect the diversity that results from natural disturbances; human activities such as recreation, livestock grazing and fire suppression interfere with natural conditions and processes only to the extent necessary to meet legal requirements.

The number of acres infested with canada thistle is reduced from baseline inventory levels. Leafy spurge, Dyer's woad, spotted knapweed and musk thistle are not present.

EXISTING CONDITION

Habitat types have been mapped for the entire Teton Wilderness. This data provides information on vegetation composition, existing cover/forage, and habitat age class and structure. There are no known plant species listed as threatened or endangered in the Wilderness. Seven sensitive species are suspected to occur on the Bridger-Teton National Forest. These are: sweet-flowered rock jasmine, Payson's milkvetch, Wyoming tansymustard, boreal draba, aipine parrya, Greenland primrose, Weber's saussurea. Tansymustard is known to occur in the Teton Wilderness, in the vicinity of Holmes Cave. Botanical studies have been done only in the vicinity of Fox Park and Hawks Rest.

The Soda Fork drainage has been proposed as a Research Natural Area due to its diverse coniferous forest and riparian communities (Tuhy 1987).

Noxious weeds suspected or known to occur in Teton County are: Leafy spurge, Dyer's woad, Spotted knapweed. Musk thistle, common tansy, and Canada thistle. They are listed in decreasing order of priority for treatment by the Teton County Weed and Pest Control. Cursory surveys of the Teton Wilderness have noted only Canada thistle.

Riparian conditions have not been inventoried.

MANAGEMENT OBJECTIVES

- 1. Determine occurrence of sensitive plant species and develop quantifiable objectives to improve population status and eliminate the need for listing as Threatened or Endangered.
- 2. Determine crucial habitat needed for protection of sensitive plants.
- 3. Utilize existing vegetative community types as baseline data to monitor changes over time and space. Update when natural forces modify vegetation types.
- 4. Control the spread of exotic plants and reduce or eliminate existing populations.
- 5. Reduce the opportunity for exotic plants to enter the Wilderness.
- 6. <u>Determine existing riparian conditions and reduce riparian damage caused by human activities (including livestock grazing).</u>

ACTIONS

- A. Complete inventories of sensitive plant populations and distribution and monitor these species. Develop plans to maintain these populations.
- B. Monitor vegetation community types and update baseline data as needed. (Same as wildlife, action C.)
- C. Inventory noxious weeds on Teton County Weed list and develop plan for controlling them.
- D. Aggressively attack new infestations of high priority noxious weeds; try new methods of dealing with noxious weeds. Work with partners (especially outfitters) in controlling spread. Monitor their spread.
- E. Develop information/education program on noxious and exotic plants and how visitors can help monitor and control their spread. Develop trailhead poster and information people can carry with them.

F. Inventory riparian conditions. (Refer to objective 8 under section C3 (Grazing) for further riparian direction).



C2. FIRE

CONCERNS

- 1. Much of the Teton Wilderness has burned recently, pushing human use into smaller areas. Need to preserve some unburned areas (i.e. Buffalo Forks) until the rest of it has grown back.
- 2. Recognize that Nature may/will burn areas in spite of human efforts at prevention.
- 3. Consider costs in determining suppression activities.
- 4. Use minimum tools in suppressing fires.
- 5. Outfitted clients may not want to visit burned area, thus outfitters may lose business.
- 6. Break up fuels with small fires so it isn't all on the same fire cycle.
- 7. Need better education efforts to help people appreciate the role of fire and the beauty of natural processes. Outfitters can play a key role is this effort.
- 8. Visitors don't expect to see large burned areas and may not like them, but is it appropriate to base management decisions on visitor perceptions rather than on maintaining natural processes?
- 9. Need to allow natural fire to maintain wildlife and vegetative diversity (including aspen communities) and to reduce fuel loadings.
- 10. People don't mind riding through recently burned areas once but they won't want to camp there or return. Camping in the burns is very dirty.
- 11. It doesn't make sense to distinguish between human started and lightning caused fires. Nature doesn't care how it started.

DESIRED FUTURE CONDITION

Fire management emphasizes preservation of Wilderness values and allows natural processes of ecological change to operate freely. In accordance with national policy, the Wilderness fire program has two goals:

- Permit lightning caused fires to play, as nearly as possible, their natural ecological role within Wilderness.
- 2. Reduce, to an acceptable level, the risks and consequences of wildfire and its potential to escape from the Wilderness.

Management Standards:

Prescribed fires (those which are allowed to burn under pre-determined conditions) and wildfires (unwanted fires) will be managed in accordance with the approved Wilderness Fire Management Plan.

The favored suppression techniques are those which have the least long-term impact on the Wilderness resource.

EXISTING CONDITION

Fire has played a major role in shaping the vegetation of the Teton Wilderness. While the majority of fires in the Wilderness are small and short lived, under the right weather and fuel conditions, large stand replacing fires will occur. Field surveys and historical narratives have documented several large fires that occurred in this area during the late 1800's. During the 1988 fire season, three large fires (Mink, Huck and Emerald) burned an area with a perimeter of 219,000 acres. Approximately 136,000 acres of the burn were classified as continuous timber.

Based on fire records from 1931 to 1990, the Teton Wilderness averages 4.1 reported fires per season. Most lightning-caused fires occur between July 1st and September 15. Human-caused fires occur throughout the summer and fall, until after the first snows, usually in October.

Fuels in the high elevation areas are relatively discontinuous, and consist primarily of whitebark pine, Engelmann spruce and subalpine fir. In these types, fires are normally confined to the stand where the fire started.

At lower elevations, fuels include Engelmann spruce, subalpine fir and lodgepole pine. The fire regime consists of small, low intensity fires, interspersed with occasional (150-250 years) large, stand-replacing fires. Large fires are favored in the late successional Engelmann spruce/subalpine fir types with moderate to heavy fuel loadings. The continuous timber, and rolling unbroken topography of these areas aid in the development of large fires.

In the next few years, fires which start in areas burned by the 1988 stand-replacing fires should not become very big. As the snags fall to the ground, and the young seedlings begin to grow, the potential for large fires increases. The unburned continuous spruce/fir and lodgepole pine stands, along with many of the partially burned areas, will burn in varying degrees depending on weather conditions. Another area of note is the 1987 Enos Lake blowdown. While the needles and some of the smaller size fuels have slowly begun to decompose, the large fuels will be present for at least another 50-75 years. This high fuel loading has the potential to create a high intensity fire.

MANAGEMENT OBJECTIVES

- 1. Natural fire plays as nearly as possible its role as a process of ecological change. The number, size and intensity of fires approximate what would have burned under a natural fire regime.
- 2. People understand the role fire has played in shaping the Teton Wilderness.
- 3. A full range of fire management strategies, including prescribed natural fire, management ignitions, and wildfire suppression are implemented. These strategies include consideration of the impact of smoke to communities near the Teton Wilderness and protection of adjacent ranches.
- 4. People do not cause wildfires.
- 5. People are aware of the risks associated with fire management activities in the Teton Wilderness.
- 6. Cultural resources are protected if feasible, with priority given to sites listed on the National Register of Historic Places. Second priority will be given to significant sites which may be eligible for the National Register.
- 7. Evidence of fire suppression activities is not noticeable within one year. Wilderness suppression guidelines are used to minimize resource damage.
- 8. Close coordination is maintained among federal, state, county and local agencies.

- A. Implement the Teton Wilderness Fire Management Plan.
 - * Train or recruit qualified wilderness fire personnel for the Buffalo Ranger District, including a prescribed natural fire manager.
 - * Sign trailheads to let visitors know that lightning fires may be allowed to burn (if they meet conditions set in Fire Plan) and to let visitors know when a fire is burning in the area.
 - * Clarify when management-ignited fire might be used to reduce the risk of fire escaping from the Wilderness.
 - * If a fire is determined to be a wildfire, perform analysis to determine the appropriate suppression response considering what activities will have the minimum impact, cost the least, and result in the least loss of property or resource values adjacent to the Wilderness.
 - * If a fire is determined to be a prescribed fire, implement actions in the Fire Plan so that human interference with the natural process and risk to visitors is minimized.
- B. Determine natural fire regime and identify areas where it has been disrupted; monitor fire effects and progress toward a natural fire regime.
- C. Inventory and determine the historical significance of all burnable structures within the Wilderness.
- D. Develop information on the role of fire, fire management in and adjacent to the Wilderness, and fire effects. Make information available to the public (including outfitters) and within the Forest Service.
- E. Decrease the number of human-caused fires through visitor contacts in the field, school programs, etc.).



C3. GRAZING - LIVESTOCK AND RECREATIONAL STOCK

CONCERNS

- 1. Utilization standards should apply only during the growing season (summer). Fall grazing is different because you aren't concerned about utilization but about resource damage (trampling of root crowns).
- 2. Effects of grazing and human activities (trails, campsites, hitch areas) on native vegetation. People are causing over-grazing and tree damage or death by poor stock-handling techniques.
- 3. How do you know what is impacting meadow condition? Are impacts caused by humans or cattle, or is the condition naturally poor?
- 4. Need to establish more baseline information about meadow condition, particularly the ones that are in condition class 4 or 5.
- 5. What is acceptable condition? Is class 3? class 2?
- 6. If you start closing meadows in condition class 3 or 4, you will push more use in meadows which are in good condition and worsen them.
- 7. Is it better to concentrate impacts or to spread them out?
- 8. _ Don't get into complicated rehabilitation, just close meadows and let nature take her course.
- Need to resolve conflicts in favor of grizzly bears. Don't reissue Lava Creek allotment because of potential conflicts with bears.
- 10. Need to recognize and manage use in the Teton Wilderness as a "horse" wilderness.

DESIRED FUTURE CONDITION

In 6A areas, cattle and domestic sheep grazing is not permitted. Pack and saddle stock grazing is permitted to the extent that it does not impact the composition of the native plant community. The vegetation is in or trending towards natural potential condition except where natural disturbances result in lower seral stages.

Condition Standards:

Grazing of recreational stock will be at least 100 feet from lakes. The picketing and tethering of recreational stock overnight must be at least 200 feet from lakes, streams, and other occupied camps.

The maximum utilization level of total forage is 28% during the growing season (equals maximum of 50% utilization on key forage species). (Note: growing season ends when predominant vegetation has cured or dried out).

In 6B-6D areas, range is managed to maintain and enhance existing range and watershed conditions while providing forage for cattle or sheep, recreational stock and wildlife. A mosaic of different seral stages exist due to differences in the natural potential of sites, natural disturbances and livestock grazing. Visitors understand why grazing is permitted and know where and when to expect encountering livestock. Wildlife movement is not impeded by range structures and no wildlife displacement occurs in crucial areas.

Management Standards:

All livestock grazing will be managed under the direction of an allotment management plan. Allotment management plans will include site-specific proper use standards (considering forage utilization, ground cover, plant vigor, soil disturbance, streambank stability, and overall ecological status), findings from big game winter range evaluations, and the amount and kind of streamside vegetation needed to maintain or improve riparian areas.

Livestock use will be within grazing capacity. Distribution will be achieved through riding, herding or salting. Improvements will be minimal and built only to the extent needed to cost-effectively maintain stewardship of the range. Improvements will be built with native material unless cost is prohibitive.

Livestock grazing in riparian areas will be managed to protect streambanks.

Disturbed range areas will be stabilized or revegetated prior to resuming grazing use, using native seed sources.

Range improvements, management activities, and trailing will be coordinated with and designed to help meet fish and wildlife habitat needs, especially on key habitat areas such as crucial winter range, seasonal calving areas, riparian areas, and bald eagle nesting sites. Special emphasis will be placed on helping to meet the needs of threatened, endangered and sensitive species.

Condition Standards:

Range will be in satisfactory condition.

The maximum utilization standards for key plant species apply to all types of grazing use including livestock, recreation stock and wildlife:

Season Long Grazing (Uplands)

- --on lands in Unsatisfactory condition: 40% maximum utilization.
- --on lands in Satisfactory condition: 50% maximum utilization.

Grazing of recreational stock will be at least 100 feet from lakes. The picketing and tethering of recreational stock overnight must be at least 200 feet from lakes, streams, and other occupied camps.

EXISTING CONDITION

No domestic sheep graze within the Teton Wilderness. There are portions of two cattle allotments within the Teton Wilderness. The Pacific Creek allotment covers 11,646 acres, about 50% of which is within the Wilderness. It is currently grazed during the month of August by 249 head of cattle. This allotment is shared with Grand Teton National Park and is generally in good condition with a few trouble spots. Increased forage production since the 1988 wildfires have helped pull the cattle out of riparian areas into the uplands. The portion of the Lava Creek Allotment which is in the Wilderness (about 60% of the 28,537 acre allotment) has been vacant since 1990. The district is considering a request to reissue the allotment. These allotments are both located in the southwestern portion of the Wilderness. The Cub Creek allotment covers 7490 acres in the southeastern portion of the Wilderness. It has been vacant for about 10 years because larkspur is abundant, which is poisonous to cattle. There has been no predator control historically within the Wilderness, and none is anticipated in the future.

Recreational stock (primarily horses and mules, but also llamas and goats) graze throughout the Wilderness. In addition to stock brought in by private parties, there are about 35 summer outfitters and 26 fall hunting outfitters who utilize stock in the Wilderness. Each group is currently permitted up to 35 head of stock, with some exceptions during the fall. Current Teton Wilderness regulations limit groups to 35 head of stock.

The condition of the forage in meadows associated with campsites was recorded over the past three summers (see sample inventory form in Appendix F). The table below displays these condition (it does not include designated fall outfitter camps). Short term trends, in the form of utilization, were also measured.

TETON WILDERNESS 1990-1992

Condition Class of Meadows Associated with Campsites

DFC *U	nranked	1	2	3	4	5	Total
6A	0	9	3	1	0	0	13
6B	3	70	37	14	2	1	127
6C	2	36	33	26	1	0	98
6D	1	5	5	1	0	0	12
TOTAL	6	120	78	42	3	1	250

(*Unranked meadows were generally in excellent condition.)

Condition Class 1: Decreasers (plants which are known to decrease in abundance with heavy grazing pressure) predominate. No visible impact on vegetation and no beaten out barren areas. Vegetation is very close to the potential natural community.

Condition Class 2: Increasers (plants which are known to increase in abundance with heavy grazing pressure) predominate. Some annuals are present, especially if gopher activity is high. Small barren areas are present such as salt grounds, roll areas, or fly grounds.

Condition Class 3: Obvious vegetation changes are present. More than 25% of the existing vegetation is annual grasses and annual forbs. Climax species are rare. More than 100 sq.ft. of barren ground is present. Condition Class 4: Over 50% of the meadow is covered with annual grasses and annual forbs. Several large barren areas exist. Only remnant perennial grasses and forbs are present.

Condition Class 5: Over 75% annual grasses and annual forbs are present. A significant amount of barren ground is present.

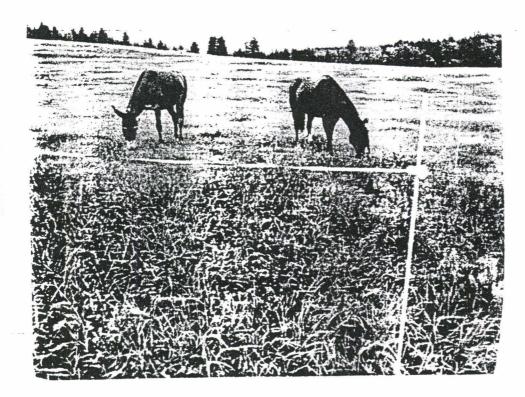
MANAGEMENT OBJECTIVES

- 1. Wilderness users are aware of areas in the Wilderness where they may encounter cattle, and understand the legitimacy of livestock grazing in Wilderness.
- 2. Determine why meadows in condition class 4 or 5 are not in better condition, and take action on those meadows where human activity is hindering improvement so they improve to at least a condition class 3.
- 3. Monitor meadows in condition class 3 to determine if they are improving or declining. Take action where human activity is causing degradation below a class 3.
- 4. Maintain meadows in 6A areas in condition class 2 or better.
- 5. Users (range riders, outfitters, and private horse groups) take personal responsibility in assessing grazing impact that would lead to decline in range conditions, and know when further grazing would lead to deterioration of range condition.
- 6. Summer forage utilization of meadows grazed by cattle does not exceed 60% on upland sites in satisfactory condition.
- 7. Forage utilization of meadows grazed by recreational stock does not exceed 50% (key species) for the summer growing season. Fall grazing is allowed if grazing does not trample root crowns and range condition is not declining.

- 8. Maintain health/integrity of riparian areas. Baseline riparian conditions are known and actions taken to minimize human impacts that are shown to be disrupting the natural health and integrity of riparian areas. At least 90% of the natural stream bank stability is maintained. Grazing by recreation stock is at least 100 feet from lakeshores. Summer forage utilization by cattle in riparian areas does not exceed 65% on sites in satisfactory condition.
- 9. High alpine meadows are not damaged by livestock grazing.
- 10. Visitors know and practice low-impact stock handling techniques.
- 11. Grazing doesn't occur until the range is ready each spring/summer. (Note: this does not preclude the use of stock, since feed can be packed when forage is not ready to be grazed).
- 12. Allotment management plans (AMPs) meet Forest Plan standards, intent of the Wilderness Act and Congressional Grazing Guidelines, and specify measures to meet agency grizzly management goals and objectives.
- 13. Use of salt is controlled so it does not leach into the soil or affect wildlife movements.

- A. Gather consistent, reliable data on vegetation conditions.
 - *monitor through aerial or infra-red photography.
 - *look at historical use patterns of private stock users through trailhead registers and other records.
- B. Maintain or improve condition classes of meadows.
 - *Monitor condition class 2 meadows in 6A areas to be sure they don't decline.
 - *conduct on-the-ground surveys of meadows in condition class 3 to decide if the condition is acceptable.
 - *Close meadows in condition class 5 and recover them through reseeding or by allowing natural processes to work on them.
 - *Require supplemental feed, use of highlines, etc. in certain over-grazed areas.
 - _ *Discourage or prohibit stock use or grazing when areas are fragile (early season or when soils are saturated).
 - *If utilization is exceeded than eliminate grazing use either that fall or during the next summer.
- C. Educate rangers, outfitters, range-riders, and private stock users to recognize range trends and utilization; and to practice low-impact stock use techniques.
 - *Discourage use of over-grazed meadows and encourage use of other forage.
 - *Encourage people to pack in feed when graze is not ready or in poor condition.
 - *Develop educational messages through public radio, television, Back Country Horsemen groups, other user groups, etc.
 - *Teach wilderness ethics, stressing need to avoid overgrazing.
 - *Encourage use of light-weight, compact gear so fewer stock are needed.
 - *Experiment with methods to teach users about utilization (i.e. demonstration area at Hawks Rest where the ranger can talk to visitors about the 50% limit and how to recognize it).
 - *Determine the correlation between utilization level and stubble height for major meadow vegetation types. Once this correlation is known, use stubble height to communicate maximum utilization levels since it is much easier to visualize.

- D. Update Allotment Management Plans
 - *Include Forest Plan standards.
 - *Include Interagency Grizzly Bear Management Committee Guidelines ...
 - *Complete NEPA analysis for re-issuance of Lava Creek Allotment.
- E. Provide information and education on where and why cattle grazing occurs in the Wilderness for visitors; and about Wilderness values for cattle permittees.
- F. Evaluate salt lick locations and impacts and determine appropriate actions.
 - *Experiment with eradicating human-caused salt licks by treating the sites with gypsum.
 - *Encourage alternative salting techniques.



D. AIR AND WATER QUALITY

CONCERNS

- Protection of Parting of the Waters natural landmark.
- 2. Drinking water quality. Is there a problem with giardia?
- 3. Need to maintain Wilderness air and water quality.
- 4. Are livestock causing water quality problems?
- 5. Is improper sanitation such as washing and waste disposal causing problems?
- 6. Are wildfires damaging watersheds and air quality?

DESIRED FUTURE CONDITION

Water and air quality are protected to retain pristine Wilderness characteristics. Existing visual quality is maintained.

Management Standards:

Human waste is buried at least 100 feet away from streams and lakes.

Waste water and soapsuds are dumped at least 50 feet away from streams and lakes.

Condition Standard:

Federal Class I airshed standards are met.

EXISTING CONDITION

The Teton Wilderness is a Class I Airshed since it was designated Wilderness prior to the Clean Air Act of 1977. The Environmental Protection Agency (EPA) is responsible for enforcement of the federal air quality standards. The State of Wyoming has responsibility for monitoring emission sources and reporting their findings to the EPA. The State is also required to enforce emission standards. The Forest Service has responsibility for monitoring air quality related values to make sure existing or potential-emission sources do not degrade Class I airsheds. The Forest Service has been monitoring air quality related values in the Bridger Wilderness since 1984. Since the Bridger is dominated by granitic rock, it is much more likely to be adversely affected by acid precipitation than the Teton Wilderness. Visibility in the Teton Wilderness is currently being monitored by a camera mounted outside the Wilderness, which photographs the air over the South Fork of the Buffalo Fork. There have been no studies of water quality in the Teton Wilderness.

MANAGEMENT OBJECTIVES

- Water quality is maintained.
- Air quality related values are identified for the Teton Wilderness and acceptable limits of change established.

- 3. Current visibility conditions are maintained to preserve the Class 1 airshed.
- 4. Impacts to watersheds and airsheds from prescribed natural fires are at acceptable levels.

ACTIONS

A. Educate visitors about potential contaminates in water, health and sanitation risks, impacts to water quality from human waste, appropriate techniques in waste disposal. Include information about proper sanitation and water treatment in wilderness brochures and maps, and at trailheads.

- B. Monitor drinking water quality at selected locations.
- C. Investigate options for dealing with human waste (pack it out--sealed chemical toilets which fit in panniers; chemicals which speed decomposition and reduce odor)
- D. Monitor visibility in the Teton Wilderness. Determine if further air quality monitoring is needed to protect air quality related values in the Teton Wilderness.
- E. Correct erosion problems on trails (see Trails action A).
- F. Consider long and short-term impacts of fire smoke on air and water quality when evaluating fire management strategies (see Fire Action A).



E. CULTURAL RESOURCES AND FOSSILS

CONCERNS

- 1. Preserve a few representative historical sites but don't spend lots of money or effort on them. Let most of them deteriorate naturally.
- 2. Interpretation should be off-site (in brochures or on maps). An occasional interpretive sign may be appropriate at a structure.
- 3. Relocate or reconstruct examples of sites at trailheads, and interpret them there, rather than in the Wilderness
- 4. Prevent vandalism by not advertising sites or identifying site locations on maps.
- 5. Need better information about what types of sites exist in the Wilderness.
- 6. Need to protect fossils which occur at several sites within the Wilderness.

DESIRED FUTURE CONDITION

The educational, scientific, and cultural values (not necessarily the site itself) of prehistoric and historic resources are protected.

Management Standards:

Sites will be evaluated using procedures outlined in the National Historic Preservation Act to determine their significance. Sites determined to be non-significant may be removed or allowed to deteriorate naturally. Sites determined to be significant may be restored, stabilized, allowed to deteriorate, or removed as long as the sites are mitigated in accordance with the National Historic Preservation Act. The overall setting for 6A, 6B, 6C and 6D areas will be considered in determining how an individual site will be managed.

Scientific study of cultural resources is permissible within the intent and concept of Wilderness.

On-site interpretation through the use of signs does not occur.

Active maintenance of structures included on the National Register of Historic Places is appropriate.

Fossils will be studied on-site, not removed from the Wilderness.

EXISTING CONDITIONS

Very few prehistoric or historic sites have been located, inventoried or evaluated within the Teton Wilderness. There is an estimated 10,000 year history of human use in the area we now know as the Teton Wilderness. Potential themes for grouping cultural sites include: prehistoric, explorers, trappers, miners, outfitters, and Forest Service administration of a primitive area and then an original Wilderness.

The Huckleberry Lookout, which was built in 1938 by men from a local CCC camp, has been listed on the National Register of Historic Places. It has been maintained in the past and will continue to be maintained as long as it is feasible to do so. It is currently left unlocked and receives year-round visitation. Some vandalism is occurring.

Some fossils exist within the Teton Wilderness, but it is not known whether they are being adequately protected.

MANAGEMENT OBJECTIVES

- Cultural sites are located, recorded, evaluated and managed.
- 2. Significant sites which are threatened by erosion, natural deterioration, or use conflicts are mitigated in accordance with the National Historic Preservation Act, and other sideboards. This may include limited excavation.
- 3. A cultural resource overview (including oral history) is made available for informational and educational efforts.
- 4. Fossils are not removed.

- A. Locate, record, evaluate and manage cultural resources:
 - *Develop a schedule for a systematic sample survey, emphasizing areas which are likely to contain evidence of past human presence and areas which are likely to be damaged by current and future human use.
 - *Perform scheduled survey.
 - *Record sites and develop thematic histories.
 - *Evaluate sites, and select representative sites of each type to manage.
 - *Develop management direction for each site type (interpretation, preservation, naturally deteriorate, etc) that is consistent with the zone in which the site is located.
 - *Monitor condition of the Huckleberry Mountain Lookout and other significant sites.
- B. Develop education and information programs, building on partnerships with local historical society, interested people, outfitters, etc.
 - *Provide information about what a visitor should do when he/she finds a cultural resource.
 - *Develop an "adopt a site" program or "Passport in Time" project, to involve the public in research and preservation.
 - *Include information on protection/preservation of historic/prehistoric sites in Wilderness information and at trailheads.
 - *Present informative programs about cultural resources. Tie to Resort Naturalist program.
 - *Write a cultural resource overview, including oral history information.
- C. Establish administrative procedures for the protection of fossil resources.
 - *Conduct literature review of published papers and theses to find out more about fossils in Teton Wilderness.

F. RECREATION

F1. RECREATION EXPERIENCE

CONCERNS

- Potential restrictions on use such as a permit system.
- 2. What is the appropriate level of regulations? Concerned that it will get too regulatory. Need to ensure that regulations are fair and equal to all users.
- Need to be able to enforce current regulations.
- 4. How much use is too much and how should FS regulate?
- 5. Need better counts of use and encounters to determine use trends including commercial vs. private use.
- 6. Inform visitors about places to go which receive less use.
- Lack of education of/for different users.
- 8. Let people have the small 6D areas for day use, heavier use, and minimize intrusions on the rest of the Wilderness.
- 9. Too much evidence of use even in 6A areas.
- 10. Need to increase public awareness of user responsibility.
- 11. The Teton Wilderness is a premier horse Wilderness (due to the great distances, good forage, and trail system which accommodates pack strings) and should continue to be managed to allow for horse and packing experiences.
- 12. 35 head of stock are too many. Limit number to 25.
- 13. More than 6 horses is too many--you loose control of them. Few private parties have more than 20 horses; just the outfitters use more than 20.
- 14. 35 head of stock is too many for 6A areas. You can't have that many animals overnight at a site and not impact it. Reduce numbers to 20 with permits required for more than that.
- 15. Leave stock numbers at 35 maximum for everyone. The Teton Wilderness is best horse wilderness around. Leave it open for large groups. Outfitters can't survive with 25 head limitation.
- 16. Agency and personal use of aircraft flying at low-elevations is a major intrusion on recreation experience. There have been problems in the past with people dropping supplies or mail out of aircraft, which is illegal. During hunting season, aircraft may be flying to locate game for hunters. Abuses during hunting seasons may result long term in more restrictions against aircraft overflights.

DESIRED FUTURE CONDITION

Wilderness-Wide 6A-6D

Management seeks to preserve spontaneity of use and as much freedom from regulation as possible. Visitors are courteous to each other and take personal responsibility to reduce their impact on other visitors' experience. Visitors leave with a greater appreciation of wilderness including a sense of renewal and connection to the land.

Management Standards:

Campsites are visually screened from lakes (where possible) and from streams (located at least 200 ft. from lakeshores and 100 ft. from streams). Campsites should not interfere with other users of system trails. Illegal sites are naturalized and/or restored.

Pets will be under owner's physical control at all times such that pets don't interfere with other visitors or wildlife.

Management Guideline:

Party size is limited to 20 people and 25 stock. Larger groups may be allowed under permit if the following criteria are met:

- 1. Demonstrated low-impact skills applicant shows how he/she will handle large group size to minimize impact.
- 2. Larger group size will not violate camp, visitor encounter or forage utilization standards in area requested for use.
- 3. Wilderness setting is needed for requested use (group needs cannot be met outside Wilderness).
- 4. Requested area is not a 6A zone.
- 5. If applicant is an outfitter, he/she must have had an acceptable performance rating for the last year.

In addition to the Wilderness-wide desired condition, the following conditions apply to specific zones.

6A Areas

Visitors find a high degree of solitude (usually with no encounters with other users). Visitors feel that they are in a very remote area where risk and challenge associated with adverse weather, isolation, physical hazards, "primitive" travel methods and lack of rapid communication may be high.

Condition Standards:

Visitors encounter no more than 1 other group per day during the summer, and no more than 2 groups per day during hunting season.

No groups will be camped within sight or sound of each other.

Management Standards:

Trailhead facilities will not be built adjacent to 6A areas.

6B Areas

Visitors find a high degree of solitude (few encounters with other users). Visitors feel that they are in a remote area where risk and challenge associated with adverse weather, isolation, physical hazards, "primitive" travel methods and lack of rapid communication may be high.

Condition Standards:

Visitors encounter no more than 4 other parties per day.

No more than 2 groups will be camped within sight or sound of each other.

Management Standards:

Trailhead facilities adjacent to 6B areas will not promote or allow levels of use which would violate encounter standards. Visitors receive low-impact information and specific information about the area they are entering at the trailhead.

6C Areas

A low level of encounters with other users is important. Visitors feel that they are in an unconfined area where risk and challenge associated with adverse weather, isolation, physical hazards, "primitive" travel methods and lack of rapid communication may be present.

Condition Standards:

Visitors encounter no more than 12 other parties per day.

No more than 4 groups will be camped within sight or sound of each other.

Management Standards:

Trailhead facilities will not promote or allow levels of use which would violate encounter standards. Visitors receive low-impact information and specific information about the area they are entering.

6D Areas

Solitude is not an essential part of most visitors' experience but visitors feel like they are in an unconfined area where risk and challenge associated with adverse weather, isolation, physical hazards, and "primitive" travel methods may be present.

Condition Standards:

Visitors encounter no more than 20 other parties per day.

No more than 4 groups will be camped within sight or sound of each other.

Management Standards:

Trailhead facilities will not promote or allow levels of use which would violate encounter standards. Visitors receive low-impact information and specific information about the area they are entering.

EXISTING CONDITION

The exact number of encounters between groups is not known, but it is known that encounter numbers vary greatly during the use season (June through early November) with hunting and fishing seasons being the times of highest encounters. It is believed that the Forest Plan standards for encounters are currently being met in all areas. Most visitors (about 80%) are overnight horsepackers, with the remainder either day use riders, hikers, or backpackers. Very few goat or llama packers are using the Teton Wilderness. A study of general recreationists (non-outfitted) in 1989 found that the majority of visitors were from out-of-state (Colorado, Idaho, Nevada and Utah) but 39% were from Wyoming. Commercial versus non-commercial use levels are not known. Some visitors feel that the quality of their experience is diminished due to encounters with other users. Comment cards were available at trailheads and at the Ranger Station during the summer of 1992, but such a small number of responses (14) were received that it was not possible to accurately determine visitors' perception of the Wilderness experience.

The 1989 study of visitors found that horseback riding was one of the most important reasons for visiting the area. An overwhelming majority were opposed to any form of a permit system. A majority preferred no restrictions in high use areas, but felt severely damaged sites should be closed and large groups should be restricted. Installing additional signs was supported by 63% of respondents. 53% felt that encountering a group with more than 25 stock detracted from the experience while 59% felt that encountering a group with

more than 35 stock detracted from the experience. Camping where you see or hear no others was viewed by 75% as adding to their experience. Inclusion of the outfitted public's views is needed before definitive conclusions can be made about the desired experience.

Current regulations for the Teton Wilderness restrict group size to no more than 20 people with no more than 35 head of stock. Outfitters may be allowed larger groups under provisions of their special use permit.

MANAGEMENT OBJECTIVES

- 1. Monitor level of encounters between groups on the trail and at campsites.
- 2. Reduce perception of visitor conflicts so that visitors are not dissatisfied with their experience. Increase visitors' expectation to meet other people who are using different means of travel (feet, horses, llamas, goats, etc.).
- 3. Evaluate trailhead construction plans to make sure facilities will not promote use levels which would violate standards (i.e. size of parking lot, level of approach road, etc.).
- 4. Utilize skills of trailhead hosts and informational signing so that visitors receive low-impact camping information.
- 5. Design contacts with visitors (before they leave home, at the office and in the Wilderness) so that the visitors know and can practice desired behaviors (low-impact camping and stock use, courteous trail encounters, etc.)
- 6. Pets are under control.



ACTIONS

A. Develop and implement a good system for counting and tracking amounts and types of use including the number of encounters on the trail and in camps.

- * Collect consistent yearly data on encounters by Wilderness Rangers. Determine trends. Consider all factors that influence data results such as weather, time of use, behavior of users, locations, etc.
- * Monitor key locations to determine what needs to be done to reduce impacts on the Wilderness experience.
- * Use data on the existing number of encounters to determine if current encounter standards should be amended to hold encounter numbers at existing levels (existing encounter levels are considered acceptable but great increases are felt to be unnacceptable).
- B. Collect good, consistent information about amount and type of visitor conflicts.
- C. Reduce conflicts between user groups:
- * Inform visitors about conditions they may encounter: high use areas, cattle allotments; where and when, hunting; opening/closing dates, outfitter operations; designated camp locations, etc.. Include information at trailheads, in Wilderness brochure and on Wilderness map.
- * Investigate types of permits systems which could help disperse use.
- * Develop ways to encourage people to visit the burned areas of the Wilderness.
- Use marketing strategies to reduce use in Yellowstone Meadows.
- * Educate people to look for evidence of other people ahead of them on trails and try to go other ways to avoid encounters.
- * Conduct further analysis on acceptable party size limits that maintain high quality wilderness experiences, increase consistency between areas (i.e. aren't different just because of administrative boundaries) and increase consistency among areas with similar biophysical characteristics.
- D. Develop ways to communicate the concept of a spectrum of areas within Wilderness (i.e. 6A-6D zones) so that visitors can select the experience they want.
- E. Work with local pilots to reduce impacts on the Wilderness from low-level overflights. Identify target groups and work to gain voluntary compliance with FAA guideline to fly a minimum of 2000 ft. over terrain level. Identify Wilderness boundary on aeronautical charts.
- F. Improve trailhead facilities and information displays at trailheads to provide for desired levels of use.
- * Provide better access in other areas to disperse visitors to less impacted areas. Encourage use outside of the "peak use season".
- * Include information on: alternative locations; trailheads and access points both within and outside of the Wilderness, pets; emphasize control and include information on what individuals can do towards enforcement. Emphasize standard regulations and Wilderness ethics.
- * Coordinate west side trailhead use and development with Grand Teton National Park.

F2. CAMPSITES

CONCERNS

- 1. People camping too close to water and to trails, either because they don't know any better or because those are the best places for camping.
- 2. Be more aggressive with law enforcement when people abuse campsites.
- 3. Need to provide information on low-impact camping techniques.
- 4. Campsite conditions vary with time of year. Monitor sites at about the same time each year (middle of use season best average of impacts).
- 5. Lack of enforcement of regulations, ie. camping too close to trails.
- 6. Poor locations of some assigned outfitter camps.
- 7. Worst impacts occur to campsites during the early summer when they are still wet and the forage isn't ready.
- 8. Is it better to spread out or concentrate campsite impacts?
- 9. Stock holding portions of campsites are more heavily impacted than the camp areas. There are exposed roots, dead or dying trees, bare ground.
- 10. Hunters need lots of stock to camp here during the cold, wet fall. Some private hunting parties set up camps and return for weeks until they get a sheep.
- 11. How do you know which zone you are in?
- 12. Enforcement in 6A is almost impossible because there are no trails and the rangers don't have time to patrol everywhere so the 6A areas are low priority.
- 13. If sites are closed then the impacts move to other sites, maybe pushing them into unacceptable conditions or impacting pristine areas. It might be better to just keep impacting the same old sites rather than creating new sites. It takes much longer for an area to recover than it takes to damage it.

DESIRED FUTURE CONDITION

In all zones, campsites must be located at least 200 feet from lakeshores, 100 feet from streams, and 200 feet from system trails.

6A Area

Campsites provide complete solitude and pristine conditions with essentially no perceptible evidence of human use (however, there may be evidence of prehistoric or historic use).

Condition Standards:

Campsite: Vegetation is continuous throughout the site, although it may be thinner around the center of activity. There are no tree scars, no exposed roots and no trees are reduced in vigor due to human activities. There are no structures other than some firewood and a fire ring when the site is being used. Firewood and fire rings are scattered after use and the site is restored to its natural condition. There is no trash.

Hitch Area: The hitch area is small and hidden. Vegetation is continuous, with some small areas of exposed humus or litter. Manure is scattered and plant material is brushed back into place after use. There are no tree scars or dished trees. No trees are reduced in vigor due to human presence.

6B Area

Campsites provide solitude and natural conditions with little perceptible evidence of past human use.

Condition Standards:

Campsite: Vegetation exists throughout the site, but is usually thinner around the center of activity. There is only one firering. There are a few very minor tree scars, including a few ax marks and a few nails in trees

(the nails are removed when noticed). Less than 10% of the tree roots in the camp areas are exposed. There is no dishing around trees, and they are not reduced in vigor. Camp structures are of native materials and may include: one firering, one or two sitting logs, tent poles and a small pile of firewood. There is no trash. Hitch Area: The hitch areas are small, not obvious and hidden from the trail and camp. The only structure is one hitch rail which is made of native material. The vegetation is worn away in heavy use areas, but humus/litter layer is intact. There are a few minor tree scars and a few dished trees. No trees are dying.

6C Area

Campsites provide solitude and essentially natural conditions with some perceptible evidence of past human use.

Condition Standards:

Campsite: Vegetation is worn away from the center of activity (usually around the fire ring). There is only one firering. There are a few minor tree scars, a few limbs have been cut off, a few nails in trees (the nails are removed when noticed). 10-20% of the tree roots in the camp area are exposed. Some dishing has occurred around trees, but less than 10% of them are reduced in vigor. Camp structures are of native materials and may include: one firering, sitting logs, tent poles and a small pile of firewood. There is no trash.

Hitch Area: The hitch areas are obvious (100-1000 square feet in size). Hitch rails are made of native materials. Bare soil is present, especially along the hitch area. Tree scars, but not many are serious. Some trees are dished, one or two are dying.

6D Area

Campsites provide privacy or companionship. Conditions are essentially natural with some perceptible evidence of past human use.

Condition Standards:

Campsite: Vegetation is worn away from the center of activity (usually around the fire ring). There is only one firering. There are a few minor tree scars, a few limbs have been cut off, a few nails in trees (the nails are removed when noticed). 10-20% of the tree roots in the camp areas are exposed. Some dishing has occurred around trees, but less than 10% of them are reduced in vigor. Camp structures are of native materials and may include: one firering, sitting logs, tent poles and a small pile of firewood. There is no trash.

Hitch Area: The hitch areas are obvious (about 1000 square feet in size). Hitch rails are made of native material. Bare soil is present, especially along the hitch area. Tree scars are common, but not many are serious. Some trees are dished, one or two are dying.

EXISTING CONDITIONS

259 campsites were inventoried in the Teton Wilderness between 1990 and 1992 (see sample inventory form in Appendix E). Campsite impact ratings are based on a scale of 1-5, with 1 having the least impact and 5 having the most impact. The Frissell system was used as a starting point, but modified to allow for more impacts due to horse use, especially in the hitch areas. Since almost all of these sites are used by horse groups, allowance had to be made for the additional impacts caused by stock.

When people make a great effort to reduce their impact, it is often impossible to tell where they have camped, either immediately upon their departure or following one growing season. Therefore the sites that are inventoried are only those sites where there is evidence of use. In 6A areas, it is difficult to find campsites because human use is very dispersed and there are no system trails, thus the actual number of campsites is probably higher than what the inventory shows. See Appendix F for a sample of the inventory form. The following table summarizes the condition of inventoried sites.

TETON WILDERNESS 1990-1992 Campsite Condition Class

DFC	1	2	3	4	5	Unranked*	Total
6A	10	3	1	0	0	0	14
6B	67	54	5	1	1	7	134
6C	41	43	11	2	0	3	100
6D	7	3	1	0	0	0	11
TOTAL	125	103	18	3	1	10	259

(*Unranked sites were usually an isolated fire ring associated with a larger camp.)

The most severe impacts have been caused by improperly tying or holding recreational stock. Horses are frequently tied directly to trees, or makeshift corrals are nailed to green trees, resulting in large scars not only where the rope has been tied, but also around the base of the tree where the horses have pawed at the ground. Many trees are dying around heavily used hitch areas.

There are 26 designated outfitter campsites which are not included in the table above. These camps are evaluated based on camp standards in the GYA Outfitter Guide Policy.

MANAGEMENT OBJECTIVES

- 1. Reduce campsite impacts when condition standards are not met. Tailor action to cause of impact.
- 2. Reduce impact on water sources, and impacts on visitor experience (both while in campsites and while on trails) by enforcing regulations about campsite location.
- 3. Increase opportunity for all users to occupy desirable campsites.

ACTIONS

A. Improve conditions at campsites which do not meet standards.

- Inform users of their campsite condition and what needs to be done.
- Monitor camps, do not allow further degradation. Set up mechanism to track condition class trends.
- Actively manage class 4 sites to try and get them to condition class 3.
- Provide information/education on reducing campsite impacts.
- Provide low-impact stock use materials/signing, partner with outfitters.
- Close off campsites or sections of camps to allow them to recover from impacts.
- Provide information/education on human waste disposal.
- Move food-storage structures as needed to re-direct use.
- Do not place bear boxes or poles in 6A areas.
- Monitor impacts of placing boxes and poles on campsite use and Wilderness experience.

B. Remove trash from campsites

*Enforce regulations with citations when needed/possible (i.e. littering, resource damage, camping longer than limit).

- C. Restore campsites within 200 feet of lake shores and 100 feet of streams and let visitors know about good alternative sites.
 - *Provide information on how to pick a suitable campsite via trailhead information bulletin boards and trailhead hosts.
 - *Emphasize low-impact/no-impact camping and horse use skills.
- D. Try installing cable high-lines or hitch posts (suitable for threading rope through to create hitchrails or corrals) in some sites (outside 6A areas) to see if they are used and tree damage is reduced.
- E. Monitor impacts of closing campsites on other areas. Continue monitoring all campsites periodically.



F3. TRAILS AND SIGNS

CONCERNS

- Maintenance of the current trail system needs more emphasis. Problems include erosion, bog holes and braided trails. People going around fallen trees are causing resource damage. Need to clear downfall right away.
- 2. Don't build new trails.
- 3. The abundance of user-created trails in some areas leads to confusion on where to go.
- 4. Some areas without trails are needed.
- 5. User-created trails will be very difficult to physically close.
- 6. Use the minimum number of signs. Maps need to be better.
- 7. One wide trail is better than multiple trails in 6D areas. Animals slow down as they get farther up the trail and it narrows down.
- 8. Spring and fall wet trails suffer the most impacts. Close trails at certain times of year?
- 9. Teton Wilderness trails are in pretty good shape and usually dry out quickly.
- Multiple trails are hard to get rid of. The FS has tried different techniques with limited success.
- 11 Need to educate users to help reduce multiple trails.
- Reroutes around boggy areas are good, but if they are any longer than the old route, people won't use them.
- 13 Put baskets on animals that are being led so they can't graze and will stay on the trail more.

DESIRED FUTURE CONDITION

6A Area

All travel is cross-country. Evidence of human activity, including trails, is minimal. Routes look like game trails. Visitors feel that they must rely on their own navigational skills to travel through the area.

Management Standards:

There are no system trails. No new routes are created and routes are not maintained.

Areas of erosion on user-created or abandoned trails are rehabilitated.

There are no signs, cairns, or other markers.

6B Area

Travel is cross-country or by low density trail system. System trail corridors are passable but clearing width is minimal. Directional signing is the minimum needed so visitors must consult a map to find their way. Trail tread is narrow and may be rocky. Trails are maintained only for resource protection and to reduce major hazards.

Management Standards:

System trails are cleared annually but small trees which can be easily stepped over are left. Vegetation loss due to re-routes around fallen trees recovers at least one year after system trail is cleared.

Maintenance other than clearing, is done every 3-5 years (drainage, removing slides, tread maintenance, sign maintenance). Bottlenecks and sections of trail which pose a major hazard are maintained on an as-needed basis.

Fallen logs are cleared to 4 feet either side of trail center (i.e. 8 ft width)

New bridges will be built and maintained to protect soil and streambanks only where no safe opportunity exists to cross a stream during periods of normal water flow. Bridges will be built of wood and require primitive skills and construction techniques.

There are no well-defined parallel trails.

Directional signing is the minimum needed so that visitors must consult their map to find their way. Signs will be located only at major intersections. Signs will be built of wood with routed lettering and left unfinished. Signs will be mounted on round, unfinished posts.

Trails are free of litter.

Areas of erosion on user-created or abandoned trails are rehabilitated.

Boundary signing is maintained and is sufficient so that visitors know when they are in the Wilderness and illegal motorized or mechanized use is prevented.

6C Area

Travel is primarily along system trails, which are well-defined. Trails are designed to accommodate the primary type of use. Trails are built or maintained for resource protection or to manage use levels.

Management Standards:

System trails are cleared annually so there is no erosion or bogginess created around fallen trees.

Maintenance other than clearing, is done every 2-3 years (drainage, removing slides, tread maintenance, sign maintenance). Loose rock removal is limited. Bottlenecks and sections of trail which pose a major hazard are maintained on an as-needed basis.

Fallen logs are cleared to 4 feet either side of trail center (i.e. 8 ft width)

New bridges will be built and maintained to protect soil and streambanks only where no safe opportunity exists to cross a stream during periods of normal water flow. Bridges will be built of wood and require primitive skills and construction techniques.

There are no well-defined parallel trails.

Directional signs are located and maintained at all system trail junctions so that visitors using a map can find their way. Signs will be built of wood with routed lettering and left unfinished. Signs will be mounted on round, unfinished posts.

Trails are free of litter.

Areas of erosion on user-created or abandoned trails are rehabilitated.

Boundary signing is maintained and is sufficient so that visitors know when they are in the Wilderness and illegal motorized or mechanized use is prevented.

6D Area

System trails are easy to follow with a well-defined tread that is easy to walk or ride in. Corridors are maintained for easy passage. Trails are maintained for resource protection and to reduce hazards.

Management Standards:

System trails are cleared annually so there is no vegetation loss due to re-routes around fallen trees.

Maintenance other than clearing, is done every 1-2 years (drainage, removing slides, tread maintenance, sign maintenance, loose rock removal). Bottlenecks and sections of trail which pose a major hazard are maintained on an as-needed basis.

Fallen logs are cleared to 4 feet either side of trail center (i.e. 8 ft width)

New bridges will be built and maintained to protect soil and streambanks and to accommodate recreation use where no safe opportunity exists to cross a stream during periods of normal water flow. Bridges will be built of wood and require primitive skills and construction techniques.

There are no well-defined parallel trails.

Directional signs are located and maintained at all system trail junctions so that visitors using a map can easily find their way. Signs will be built of wood with routed lettering and left unfinished. Signs will be mounted on round, unfinished posts.

Trails are free of litter.

Areas of erosion on user-created or abandoned trails are rehabilitated.

Boundary signing is maintained and is sufficient so that visitors know when they are in the Wilderness and illegal motorized or mechanized use is prevented.

EXISTING CONDITION

Trails have not been inventoried recently, but older records of system trails are fairly accurate. There are an estimated 450 miles of system trails within the Teton Wilderness, and numerous trails which access the Wilderness from the adjacent Federal lands. There are not good maps of all the non-system, user-created trails, which are estimated to equal the system trails in mileage. Signing is minimal; there are continuing problems with signs being damaged by animals (grizzly bears are the prime suspects). On the west side of the Wilderness, beaver dams occasionally backup streams, flooding system trails and necessitating extensive trail reroutes.

In 6A areas, travel is either cross-country or on non-system, user-created and maintained trails. Many of these lead from outfitter camps to hunting areas, and are screened and hidden from the general public. Portions of several system trails are currently within 6A areas; these areas are proposed for remapping to 6B.

Travel within 6B areas is either on trail systems or cross-country. Trails are lower priority for trail maintenance because they receive less use, and are less well developed. There are problems with confusing non-system trails, multiple braided trails, gullying and erosion (especially in places which were heavily burned during the 1988 wildfires), and bog holes which widen the trails.

Travelers in 6C areas tend to follow major trail corridors. Trails are well defined and receive priority for maintenance. Problems are similar to 6B, with the addition of trash along trails.

Within 6D areas, trails are wider, and the following problems exist: multiple trails in some areas, confusing non-system trails, trash along trails, and bog holes which widen the trails due to lack of preventive maintenance.

MANAGEMENT OBJECTIVES

- 1. Increase frequency of clearing system trails and doing routine maintenance.
- 2. Restore areas where multiple trails exist so there is only one tread.
- Correct areas of resource damage occurring on system and non-system trails.
- 4. Rehabilitate abandoned trails.
- 5. Decrease creation of non-system trails.
- Reduce littering along trails.
- 7. Install boundary signing where there are known trespass problems by motorized or mechanized travel.
- 8. Maintain signs in 6B-6D areas. Emphasize signing of trail junctions, not locations. Remove signs in 6A.
- 9. Improve visitor map.
- 10. Visitors know how to minimize personal risk when traveling through the recently burned areas.
- 11. Visitors know how to navigate in trail-less and unsigned areas.

ACTIONS

A. Annually clear system trails and do routine maintenance (erosion control, brushing).

Open all trails quickly and then do more in-depth maintenance.

Look at contracting trail maintenance to get it done early in the summer.

Encourage outfitters to assist with light trail maintenance.

Focus on maintenance of existing trail system and preventing further deterioration. As budgets allow, maintain all system trails to standard.

Include "Pack it In/Pack it Out" message in all education. Instruct employees to pick up litter and encourage outfitters and visitors to pick up trash too.

Place rock cairns on system trails where trail isn't otherwise evident.

Hire more and skilled trail crews; provide trails training for rangers, trail crews, etc..

Develop system for reporting system trails that are in need of repair.

Bring sign atlas up to date.

Encourage "adopt-a-trail" and other alternative maintenance options: volunteers, partnerships, service organizations, etc.

Update trail inventory and determine trail density in relation to Forest Plan guidelines. (Calculate trail density for each DFC zone by dividing total miles of system trails in a particular zone (e.g. 6B) by total sq.ft. acreage for that zone (e.g. total 6B acreage for Teton Wilderness).

Monitor trail conditions and maintenance or reconstruction needs.

Move trails out of riparian areas where possible.

- B. Make one good tread where there are parallel trails; reduce parallel trails. Select a few small experimental areas to find out what will most effectively reduce parallel trails before working on large areas. Check with Yellowstone Park trail personnel to investigate options.
- C. Place directional signs at system trail junctions.

Use minimal signing in 6B.

Maintain directional signs

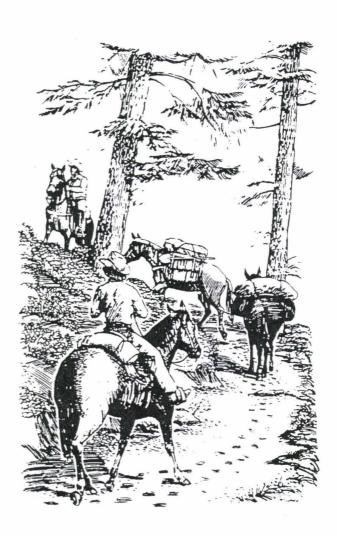
Investigate methods for constructing and installing signs which bears don't like to chew on.

D. Rehabilitate areas of erosion on user-created or abandoned trails; completely block or obliterate old trails when reroutes are done.

- F. Install and maintain boundary signing.
 - *Complete survey of boundary where there are known or potential trespass problems.
- G. Discourage use of non-system trails so they become less defined.
 - *In 6A, don't advertise routes and place emphasis on removing trails that are causing significant resource damage.
 - *Inventory obvious non-system trails.
 - *Work with users to develop a strategy to deal with non-system trails, discourage use and maintenance of non-system trails.
- H. Remove signs, cairns or other markers on non-system trails.
- I. Work with Regional Office to produce more detailed map of the Teton Wilderness.
- J. Educate visitors:

to know how to travel with map and compass about how to travel safely through the burn areas about why they should use reroutes, even if they are longer about why they shouldn't create new trails.

- K. Provide up-to-date and accurate information about trail conditions.
- L. Complete analysis and NEPA-sufficient documentation on proposal to designate the Continental Divide Trail through the Teton Wilderness from Brooks Lake to Yellowstone National Park.
 - *Sign the Trail as needed (at least at the trailhead and at the Park boundary).



G. SPECIAL USE AUTHORIZATIONS FOR OUTFITTER/GUIDES

CONCERNS

- 1. When determining maximum desired use or capacity, need to leave room for growth in existing outfitters' business and increase in non-outfitted use without destroying solitude.
- 2. There are too many hunting outfitters.
- 3. Outfitters and guides are needed to provide opportunities for some people to experience the Wilderness. They teach people outdoor skills.
- 4. Adversarial relationships between the Forest Service, outfitters and the public are of concern. Outfitting provides an important and necessary service if done responsibly. Need to build understanding of role of outfitters and work together to meet wilderness objectives.
- 5. Short trips (1-2 days) aren't efficient and don't belong in the Wilderness.
- 6. Limiting use may create a monopoly and increase prices. Only wealthy people can afford outfitted trips.
- 7. Need to ensure outfitters are offering a quality experience.
- 8. The large size of some outfitter groups and number of stock create impacts.
- 9. Need more emphasis on outfitters' role in demonstrating low-impact practices and giving their clients a sense of wilderness, not just a good recreation experience. FS should reward low-impact use.
- 10. Permitted activities are impacting 6A areas, but spike camps for moose and sheep are almost all in 6A areas.
- 11. Outfitter camp locations don't meet regulation re: distances from water and trails. Visual impact of camps and overuse of some campsites with dead trees, packed down soil, and loss of vegetation. Need to look at relocating some camps, and restoring the old sites.
- 12. Illegal outfitting is occurring which hurts legal outfitters. Its very difficult and expensive to convict someone of illegal outfitting.
- 13. Outfitters aren't doing "progressive" travel trips in the summer. They just set up a camp and bring people in and out for 14 days and then trade locations with another outfitter.
- 14. Gear-intensive, cushy pack trips don't belong in the Wilderness. They are not Wilderness-dependent and should take place outside Wilderness.

DESIRED FUTURE CONDITION

The Forest Service and outfitters cooperate as partners in providing responsible, shared use of Wilderness. Outfitters exhibit professionalism in providing a diversity of services to help the public experience the benefits of Wilderness. Outfitters fulfill their role in meeting Wilderness purposes by:

- 1. Providing equipment and knowledge to help the public (including people with disabilities) enjoy the wilderness experience.
- 2. Helping people get back in touch with their heritage and understand their connection with nature.
- 3. Helping people learn outdoor and low-impact skills that increase enjoyment, build self-reliance and reduce impacts.
- 4. Enriching people's experience through greater awareness and appreciation of natural and cultural history of the Wilderness.
- 5. Building public support for Wilderness through greater understanding of what Wilderness is and what benefits it provides.

- 6. Assisting with projects that improve Wilderness conditions.
- 7. Setting an example of low-impact travel, stock handling and camping.

Management Standards:

Additional outfitter or guide permits, or additional use days for existing permittees, will be issued only after a decision is made establishing the maximum desired level of outfitter services to meet public need, fulfill Wilderness purposes, and protect the resource.

The Bridger-Teton National Forest Policy on Management of Outfitter Caches in Wilderness and the Greater Yellowstone Area Outfitter-Guide Policy will be followed so that visitors do not encounter permanent improvements at camps in the Wilderness.

New permits will not be issued for non-recreation special uses which are not needed to meet Wilderness purposes. Existing non-recreation permits will be phased out unless they are specifically provided for in law or regulation.

EXISTING CONDITION

There are currently 70 term permits for outfitting activities in the Teton Wilderness. Outfitters offer summer and fall horsepacking and backpacking trips, and winter/spring ski trips. The majority of the use is on horseback with packstock support. The Buffalo Ranger District has not issued any additional permits or any additional use days for outfitting within the Wilderness since the 1982 moratorium on new permits and expansion of existing permits was established. Many businesses have changed hands, however, and permits have been issued to the new operators. There is a lot of interest in additional permits, but there is no demonstrated public need for additional outfitters. The number of permitted use days has dropped (due to non-use) since the moratorium was established in 1982, but no complaints have been received from the public that they are unable to find an outfitter. Some illegal outfitting is occurring, particularly during the fall hunting season.

Theoretically, the summer trips are "progressive travel" which means that there are no assigned campsites and camps are moved on a regular basis. In reality, outfitters tend to become familiar with a particular area, and often return to the same campsites throughout the summer. Two outfitters offer backpacking experiences, sometimes with pack animal support. Fishing season in the Yellowstone Meadows/Atlantic Creek region is growing in popularity among both outfitted and non-outfitted visitors, so permits which have been recently reissued include restrictions on the amount of time an outfitter can camp in this region.

One outfitter is helping inventory campsites that he finds in the Wilderness. Several outfitters are helping open trails by clearing trees.

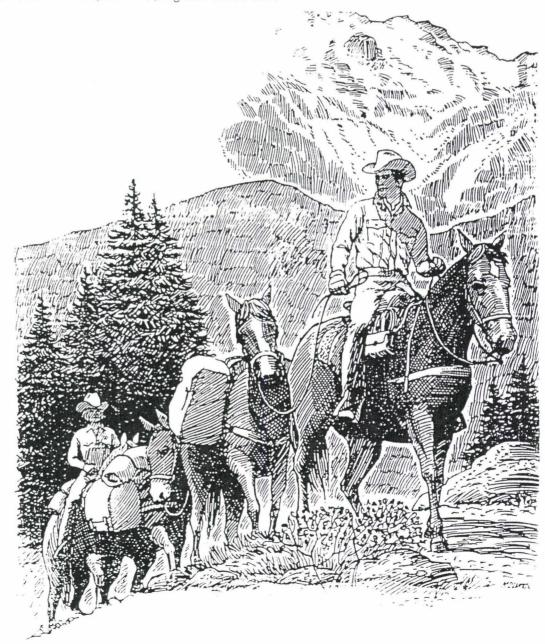
During the fall, 26 outfitters are authorized to conduct overnight hunting trips into the Wilderness. These are all horseback operations. These outfitters have designated campsites where they set up camps for the season. Caches, and developments such as corrals and tent frames, have accumulated at these sites over the years. These camps are being reduced to conform with the BTNF Policy on Management of Caches and with the GYA Outfitter Policy camp standards. All outfitters will be in compliance with the GYA Outfitter Policy by 12/31/96. There are also several outfitters who are permitted to conduct day-use fall hunting trips. One outfitter provides winter/spring outfitted and guided ski trips.

MANAGEMENT OBJECTIVES

- Determine desired level and type of outfitter services.
- 2. All caches are removed by 1996.
- 3. All outfitters comply with the GYA Outfitter Guide Policy.
- 4. Develop forum for regular dialogue with outfitters to address concerns in a more cooperative manner.
- 5. In partnership with outfitters, initiate educational sessions to increase professionalism among all outfitters and guides.
- 6. Increase efficiency of permit administration to minimize paperwork.
- 7. Increase cooperation and compliance by outfitters with regulations, permit clauses, and operating plans.

- A. Determine current non-commercial use levels (see Recreation Experience, Action A).
- B. Develop criteria to enable determination of level and type of outfitter services necessary to meet Wilderness purposes. Look at the whole picture of visitor use (non-guided and guided) when addressing this issue.
- C. Determine a fair method to allocate additional use days if the demand for these services is not being met. Additional use days will not be given to a new outfitter if additional permits cannot be administered adequately.
- D. Investigate the development of a "pool" of unused use days to help outfitters deal with business fluctuations.
- E. Develop Forest Service and outfitter/quide partnerships.
 - *Develop an outfitter/FS workshop to teach guides, the public, and agency personnel low-impact techniques.
 - *Make FS staff specialists (such as archeologists and wildlife biologists) available to make presentations and provide information to outfitters and their guides.
 - *Investigate ways of expanding the resort naturalist program to provide interpretive programs for guests and/or training for guides.
- F. Emphasize administration of existing outfitter permits. Be fair and consistent.
 - *Review inspection form with outfitters so they know what they are being rated on and evaluate camps objectively.
 - *Apply the BTNF Policy on Management of Outfitter Caches in Wilderness and the GYA Outfitter Policy consistently.
 - *Use GYA OUtfitter evaluation form to provide annual feedback to outfitters on their performance, and ask for feedback on FS performance.
 - *Conduct designated camp inspections before, during and after use.
 - *Encourage development and use of low-impact, light weight equipment.
 - *Move outfitter camps if they are in sensitive areas or poorly located.
 - *Maintain communication and cooperation with the Wyoming State Board of Outfitters and Professional Guides (WSBOPG).

- *Audit 3-4 outfitter permits/year.
- *Keep permits, operating plans, billings, etc. up to date and valid.
- *Meet annually with each outritter to discuss his/her operation.
- *Develop administrative procedures to deal with permittees whose annual evaluations show that they are not operating at an acceptable level.
- *Explore permit incentives to reward resource stewardship and quality public service.
- G. Continue trying to halt illegal outfitters.
 - *Maintain full level of staffing during the fall hunting season:
 - *Monitor suspected illegals in cooperation with the WGFD and with investigators from the WSBOPG.
 - *Send information on legitimate (permitted and licensed) outfitters with out-of-state hunting licenses.
 - *Develop system to track complaints.
 - *Build strong inter-agency cooperation and involvement from authorized outfitters.
- H. Develop a policy for dealing with applications for permits for institutional and semi-public outfitting and guiding within the Teton Wilderness.
- l. Develop guidelines for "low-impact" outfitting and include in operating plans as permits are reissued. Develop a system to reward low-impact camping and horse-use.



H. SCIENTIFIC RESEARCH

DESIRED FUTURE CONDITION

Wilderness is used to its full potential for scientific research that will help resolve Wilderness management problems or will lead to better understanding of natural ecosystems or peoples' relationship to nature.

Management Standards:

Proposals to conduct research in Wilderness must clearly benefit Wilderness.

Projects that are incompatible with Wilderness values are conducted in areas outside of Wilderness.

Research activities in Wilderness use methods which are compatible with Wilderness. Motorized or mechanical equipment are not be permitted unless the research cannot be done any other way and areas outside of Wilderness will not yield the same information.

Except for studies that clearly require contact within Wilderness, interviews or direct contact with visitors will be conducted outside Wilderness.

EXISTING CONDITION

The Forest Service and Wyoming Game and Fish are currently the only organizations with on-going studies. These include monitoring conditions for range, wildlife habitat and population numbers and distribution, visibility, and campsite impacts. A study of Teton Wilderness visitors was conducted in 1989. Olaus Murie conducted numerous studies of elk in the Teton Wilderness during the late 1920s.

MANAGEMENT OBJECTIVES

- 1. Partnerships are developed for cooperative research projects that address Wilderness concerns.
- 2. Research results are made available to the public.

- A. Work with other agencies and organizations to identify and implement necessary research studies (especially those which address needs identified in this document). Potential research studies include:
- Inventory of fossils.
- * Evaluate degree of correlation between fish stocking and recreation use patterns (and associated impacts).
- * Evaluate experience quality and knowledge level of outfitted versus non-outfitted public. Evaluate effectiveness of outfitters to influence people's knowledge of area and responsible use.
- Evaluate fire effects on wildlife distribution and on recreation use patterns and experience.
- Inventory population abundance, distribution and habitat conditions for sensitive plants and animals.
- B. Produce an annual monitoring report displaying results of studies in a clear, readable manner. Include results of all studies done in the Wilderness (not just Forest Service).

I. MINERALS

CONCERNS

1. Mineral exploration and production must be done with the least possible impact to the Wilderness resource.
2. Old mining cabins in Pacific Creek should be removed and the area rehabilitated. They are being undercut by the creek and may fall in soon, making removal even more difficult.

DESIRED FUTURE CONDITION

Mining occurs only on valid claims existing prior to December 31, 1983, and operations are conducted so as to protect National Forest surface resources in accordance with the general purposes of maintaining the National Wilderness Preservation System unimpaired for future use and enjoyment as wilderness and to preserve its wilderness character.

Management Standards:

Access is permitted to valid claims by means consistent with the preservation of National Forest Wilderness.

Operators remove structures and equipment no longer needed for mining purposes, and restore the surface.

EXISTING CONDITION

There are no patented mining claims within the Teton Wilderness. Several unpatented mining claims exist, however the validity of these claims is not known, and they have not seen much activity recently. The Wilderness Act withdrew the Teton Wilderness "from all forms of appropriation under the mining laws and from disposition under all laws pertaining to mineral leasing" effective January 1, 1984. Claims valid prior to this date are subject to valid existing rights.

MANAGEMENT OBJECTIVES

- 1. Baseline information is known about mining claims in the Teton Wilderness.
- 2. Evidence of mining which is not valid or historic, is removed.
- Mining activities are carried out pursuant to 36 CFR 228.15, Operations within National Forest Wilderness.

- A. Determine the location and owners of valid mining claims in the Teton Wilderness.
- B. Require Notices of Intent and Plans of Operations for activities on certified valid claims.
- C. Determine ownership of the Pacific Creek cabins and carry out decision regarding management of structures after historical evaluation is complete.

J. ADMINISTRATIVE SITES AND STRUCTURES

CONCERNS

- Some structures are needed for safety of the public and of agency personnel.
- Structures must be the minimum necessary for administration of the Wilderness.

DESIRED FUTURE CONDITION

Facilities are the minimum necessary to meet Wilderness purposes.

Management Standards:

Except for sites with significant historic value, administrative sites will be removed when they are no longer needed.

No new facilities or expansion of existing administrative sites will be considered.

Permanent radio repeaters or electronic sites will not be installed.

EXISTING CONDITION

There are seven administrative sites within the Teton Wilderness: four Forest Service cabins (Hawks Rest, Fox Park, Enos Lake and Nowlin Meadow), two permanent radio repeaters (on Hawks Rest and Gravel Peak), and one WGFD cabin (near Hawks Rest). An eighth site, Huckleberry Lookout, is no longer needed for administrative purposes and is preserved as a historic site.

The Hawks Rest site consists of a cabin. log outhouse, pasture fence, corral and hitchracks. The patrol cabin is a two-room log structure, 18' x 32', which was built in 1950 near the site of an earlier cabin. It is located 25 miles from Turpin Meadow trailhead, on the edge of Yellowstone Meadows approximately two miles from Yellowstone National Park south boundary.

The Fox Park site consists of a cabin, frame outhouse, and hitchrack. The patrol cabin is a two-room log structure, 16' x 32', which was built in 1957. It is located 20 miles from the Pacific Creek trailhead, next to a small meadow on the edge of Fox Park, approximately 1 mile from Yellowstone National Park south boundary.

The Enos Lake site consists of a cabin, hitchrack, and corral. The patrol cabin is a one room log cabin, about 11' x 13'. It was built in 1927. It was constructed nine miles from the Box Creek trailhead, at the upper end of a meadow approximately one quarter mile south of Enos Lake.

The Nowlin Meadows site consists of a cabin and hitchrack. The patrol cabin is similar to the Enos Lake Cabin. It is a small, one-room cabin, 11' x 13', which was built in 1927. It was constructed 9 miles from the Turpin Meadow trailhead, on the edge of a small meadow in the Soda Fork drainage.

Hawks Rest communication site is a brown, cinder block with shingle roof and 2 solar panels (5' x 6'). An antenna is attached to a wooden pole anchored in the ground. It is located on Hawks Rest Mountain, 28 miles from Turpin Meadow trailhead, and about two miles south of the Yellowstone National Park boundary.

Gravel Peak communication site consists of a 5' diameter, brown culvert. An antennae is attached to a wooden pole anchored in the ground. It is located on top of Gravel Peak 10 miles from the Pacific Creek trailhead.

Wyoming Game and Fish patrol cabin and storage shed are log structures, which were built about 1956. They are located 27 miles from the Turpin Meadow trailhead, on the edge of a small meadow next to the Yellowstone National Park boundary. The cabin is approximately 16'x 26'; storage shed is approximately 10'x 14'.

Huckleberry Mountain Fire Lookout (National Historic Site) is a two-story log structure, about 16' x 16'. It is located four miles from the Sheffield Creek trailhead, on the top of Huckleberry Mountain. It was constructed by the CCC in 1938.

The cabins allow wilderness rangers to more effectively patrol a large, remote area with relative safety, thus reducing the need to "pair-up" rangers. Much of the visitor use occurs during hunting season, thus wilderness rangers patrol into November when snow is likely. These adminstrative sites are also a known place for visitors to obtain help and have often been used in emergency situations.

Two cabins, Fox Park and Hawks Rest are season-long (June-Nov) permanent duty stations for Wilderness rangers. All the cabins are equipped with the tools, parts, extra feed and veterinary supplies essential to safe and humane work with livestock over an extended season. The securing of food (both human and livestock) from grizzly bears is an important function of these cabins. Extra tools stored at these cabins allow trail crews in the area to replace broken tools, and maintain productivity.

The Fox Park and Hawks Rest cabins are equipped with larger and more reliable radios and antennaes than can be packed on patrol, enhancing the safety of our employees in the Wilderness and providing better communications during emergencies. Guides or other party members have often ridden many miles, day or night to reach one of these cabins with word of medical emergency in their party. The Teton Wilderness visitors are 97% horseback, and emergency evacuation of parties suffering broken limbs, concussion or internal injuries from being thrown or kicked is a common occurrence. Private parties on occasion have broken into these cabins to secure shelter, or to radio for help. They were used by searchers this fall during the massive hunt for a lost Game and Fish airplane.

All of the cabins are used extensively for grizzly bear mortality prevention patrol during severe fall weather, and are used on occasion year-round in support of wilderness-related research. A survey for threatened, endangered and sensitive plant species (summer), a wolf and wolverine tracking study (spring, fall and winter), and peregrine falcon survey (early spring), have all been supported by the presence of these cabins.

These sites were evaluated in a separate study (see Appendix G), with the following results:

Administrative Site	Historically Significant?	Administratively Necessary?	Management Recommendation
Hawks Rest Site	No	Yes	Maintain
Fox Park Site	No	Yes	Maintain
Enos Lake Site	Yes	Yes	Maintain
Nowlin Meadow Site	Yes	Yes	Maintain
Hawks Rest Radio Repeater	No	Yes	Maintain
Gravel Peak Radio Repeater	No	Yes	Maintain
WGFD Cabin	No	Yes	Place under special use permit.
Huckleberry Lookout	Yes	No	Maintain

About six other administrative cabins are no longer in use and have been burned or are at least partially collapsed. They will be evaluated for historical significance and either left to decay or cleaned up. (see Appendix F).

MANAGEMENT OBJECTIVES

- 1. All potentially historic structures are recorded and evaluated.
- 2. Historically significant sites which are threatened are mitigated in accordance with the National Historic Preservation Act (NHPA) and other sideboards.
- 3. Structures which are necessary for the administration of the Wilderness are maintained and removed when they can no longer be maintained.
- 4. Permanent radio repeaters are removed when alternative technology becomes available, but a safe communication link is maintained.

- A. Perform annual maintenance on administrative sites.
- B. Keep items stored at administrative sites to a minimum.
- C. Provide public information and emergency safety supplies at each administrative cabin.
- D. Administer the WGFD cabin on a special use permit with terms describing what is considered minimum necessary.
- E. Investigate use of satellites or other remote technology to replace permanent radio repeaters as technology advances.

K. EDUCATION AND LAW ENFORCEMENT

Education is a primary tool for increasing understanding and appreciation of the Wilderness resource, to promote a Wilderness ethic, and develop commitment to protection of the Wilderness resource. Both the person who camps in the Teton Wilderness and the person who may never enter the Wilderness are part of our audience. Off-site users are still "shareholders" of the Wilderness resource; they affect, and are affected by, Wilderness management actions. Education promotes personal responsibility and results in improved resource conditions.

Although education and law enforcement are included as management objectives and action items in each of the preceding sections, they are highlighted here to emphasize their importance in overall management. They are discussed together because they are closely linked as methods for achieving desired behavior from Wilderness visitors.

CONCERNS

- 1. Education needs to be done over the telephone and in letters, in town, at trailheads and in the Wilderness. Some feeling that the trailheads are the least effective place to educate people who are trying to get on the trail.
- 2. Long-term emphasis should be pro-active. Get to target groups such as hunters and children before they leave home.
- Develop partnerships with outfitters and user groups to help with education. Build on existing programs such as the Professional Guide Institute, the NOLS Masters of Leave No Trace program, and other local educational groups and programs.
- 4. Wilderness ranger contacts in the field should be considered remedial, short-term emphasis. Needs to be supplemented with programs that reach people before they enter Wilderness so that impacts never occur.
- 5. Wilderness rangers are key to public education because they can demonstrate desired behavior such as using high lines, proper food storage, etc. Contacts with rangers where people see or do something will have a longer lasting effect on people than brochures or talking to them.
- 6. Trailhead hosts are good; effective at giving information and at collecting information from visitors.
- 7. Brochures and other information should target specific local areas and be changed periodically to be accurate.
- 8. Education should be emphasized, with law enforcement used as a tool of education.
- 9. Need consistent enforcement of regulations among Wilderness Rangers. Taskforce members identified the following priorities for enforcement: campfires, litter, food/meat storage, and resource damage.
- 10. Need field people who are good communicators and who can explain the "whys" behind regulations.
- 11. Changes in law enforcement policy will make it impossible to enforce regulations within the Wilderness.

DESIRED FUTURE CONDITION

All visitors leave with a greater appreciation for Wilderness values. People are aware of and understand the contributions Wildernesses make to life as a whole. People assume personal responsibility for resource conditions resulting in a decreased need for law enforcement. Impacts to the land and other visitors' experience are minimized. Educational programs reach the user at a time when his or her choices can still be influenced. Efforts occur in town, at the trailhead, and in-the-field, and are coordinated across the Bridger-Teton National Forest, and within the Greater Yellowstone Area.

EXISTING CONDITION

On-going educational efforts are focused on several areas: an awareness of grizzly bears (including proper storage of food and garbage), leave-no-trace wilderness use; and an overall appreciation for the resource of Wilderness. Information is provided to the general public as well as to Wilderness visitors through a variety of media. The naturalists contact visitors to area resorts, who may or may not actually enter the Wilderness. Educational programs with the local school children are aimed at developing an appreciation for the Wilderness and a comprehension of leave-no-trace camping and horse use skills. Visitors to the Wilderness may absorb information from Trailhead Hosts or Wilderness Rangers who make personal contacts with as many visitors as possible, or from information signing at trailheads. The Buffalo District has produced numerous posters during the past few years, in partnership with organizations such as the Sierra Club, the Wyoming Game and Fish Department, and the Interagency Grizzly Bear Committee. These posters are designed to be used alone or in combinations at trailheads and on information boards. They cover a variety of topics and present information in colorful and inviting formats.

While education is the primary management tool, a visible law enforcement program must exist for those who aren't "getting the message". Forest Service law enforcement objectives are to develop and maintain a law enforcement program that ensures: compliance with laws and regulations, protection of the public and their property, protection of Forest Service employees, and protection of Forest resources and property. During the past two years citations were issued in the Teton Wilderness by the Wilderness Rangers for improper food storage in grizzly country, leaving camp fires burning, illegal outfitting, camping for longer than 16 days in one site, using a chainsaw, and tying horses to green trees so as to damage the trees. There are continuing problems of trespass by snowmobiles and mountain bicycles into the Wilderness.

The following are some of the acts which are prohibited on all National Forest system lands, including the Teton Wilderness:

- 1. Interfering with a Forest officer or volunteer, including threatening, resisting, intimidating or interfering with the performance of official duties; or giving any false report or other information.
- Possessing or leaving refuse, debris or litter in an exposed or unsanitary condition.
- 3. Placing in or near a stream, lake, or other water any substance which does or may pollute a stream, lake or other water.
- 4. Failing to dispose of all garbage, including any paper, can, bottle, sewage, waste water or other material by removing it from the site or area.
- Damaging and leaving in a damaged condition-any trail or segment thereof.
- 6. Leaving a fire without completely extinguishing it.
- 7. Allowing a fire to escape from control.
- 8. Digging in or in any way damaging any prehistoric, historic or archaeological resource; or removing any prehistoric, historic or archaeological artifact or property.
- 9. Constructing, placing or maintaining any kind of trail, structure, fence or other improvement on National Forest land without a special use authorization.
- 10. Damaging or removing any natural feature, including any threatened, endangered, sensitive, rare or unique plant.
- 11. Conducting any kind of work activity or service unless authorized by Federal law, regulation or special use authorization.
- 12. Discharging a firearm or other implement capable of taking human life, causing injury or damaging property, within 150 yards of a campsite, building, campsite or occupied area, or across a body of water; or in any manner or place whereby any person or property is exposed to injury or damage.
- Abandoning any personal property.

The following acts are prohibited in all National Forest Wildernesses:

1. Possessing or using motorized equipment, such as power saws, generators, snow machines, trail bikes, ATVs, etc.

- 2. Landing of aircraft or dropping of materials or supplies from aircraft.
- 3. Possessing or using a hang glider or bicycle.

The following acts are prohibited within all National Forest Wildernesses in the Intermountain Region:

- 1. Possessing or using a wagon, cart or other vehicle (including "game carts"). (Wheelchairs are allowed when they are used by an individual whose disability requires their use. A wheelchair is defined as a device suitable for use in an indoor pedestrian area.)
- Entering or being in a National Forest System Wilderness when in possession of, or for the purpose
 of placement of, salt for attracting wildlife. Salt may be used within camps for culinary purposes, as
 needed for pack and saddle stock, and in compliance with permits which approve the use of salt (for
 livestock).

The following acts are prohibited within the Bridger-Teton National Forest:

- 1. Use of the National Forest transportation system, including roads and trails, in pursuit of commercial outfitting and guiding operations, without obtaining a special use permit.
- 2. Use or possession of a vehicle, bicycle, cart or wagon in Wilderness.

Within Teton County, all hay must be certified weed-free to prevent the spread of noxious weeds. It is strongly recommended that no hay be taken into the Wilderness. Pack weed-free pellets or hay cubes instead.

The following acts are prohibited within the Teton Wilderness:

- 1. Using the area by a group larger than 20 people.
- 2. Grazing stock within 1/2 mile of Enos, Bridger, Crater, Rainbow, Bertha, Golden, Mackinaw and Ferry lakes.
- 3. Being in Teton Wilderness with a combined number of pack and saddle stock greater than 35 animals.
- 4. Camping within 200 feet of a lake or a designated trail.
- 5. Camping or otherwise occupying an area for more than fourteen (14) consecutive days. Each new campsite or area of occupancy must be at least five (5) miles from any previous campsite or area of occupancy.
- 6. Leaving equipment, personal property or supplies unattended for more than 48 hours.
- 7. Tying livestock to any tree so as to cause injury or damage to the tree, vegetation, or soil.
- Possessing or using a wagon, cart or other vehicle.

The following acts are prohibited within the grizzly bear use area (which includes all of the Teton Wilderness and all trailheads):

- Possessing or leaving unattended any animal carcass unless the carcass is a) at least 1/2 mile from any sleeping area, trail, or recreation site; or b) at least 100 yards from any sleeping area, trail, or recreation site and acceptably stored; or c) being eaten, being prepared for eating, or being transported.
- Possessing or leaving unattended any food during the period 1/2 hour after sunset until 1/2 hour before sunrise, unless such food is a) acceptably stored; or b) being eaten, being prepared for eating, or being transported.
- 3. Possessing any food during the period 1/2 hour before sunrise until 1/2 hour after sunset, unless it is a) acceptably stored; or b) being eaten, being prepared for eating or being transported; or c) being attended and acceptable storage facilities are present and can be shown to a federal, state or local law enforcement officer.
- 4. Camping within 1/2 mile of any animal carcass or within 100 yards of any acceptably stored animal carcass, except when such carcass is being eaten, being prepared for eating, or being transported.

5. Placement of bait for the purpose of hunting black bears.

The following recommendations are made for visitors to the Teton Wilderness:

- 1. Pack out all unburnable refuse (cans, bottles, tin or aluminum foil, etc.):
- 2. Use existing fire rings or build a low-impact campfire without rocks, pull tent pegs, pull picket pins, scatter horse manure, and otherwise restore camp site to a natural condition when you leave.
- Gather dead branches for fire wood: do not cut or limb live trees.
- 4. Make sure camp fires are attended while burning and completely out when you leave camp.
- 5. Do not use soaps, detergents or bleaches in or near springs, lakes or streams. Filter food scraps out of waste water, and dump waste water at least 50 feet away from springs, lakes or streams.
- 6. Treat all water prior to consuming it to kill bacteria such as giardia.
- 7. Dig toilet pits at least 100 feet from springs, lakes or streams. Cover toilet pits completely before breaking camp.
- 8. Be considerate of other people and provide them with the solitude they are seeking in the Wilderness. Do not play radios, shoot firearms or make unnecessary noise in such a manner or at such a time as to disturb other persons.
- 9. _ Do not leave signs, tape, flagging or other artificial markers to mark a trail or camp location.
- 10. Helicopters can only be used to evacuate people in life-threatening situations. Be prepared to deal with your own emergency situations.
- 11. Animals taken into the Wilderness should be sound, broke and well-behaved, except colts at side. If one of your animals should die in the Wilderness you are responsible for dealing with the carcass in a responsible manner: bury it at least 6' deep or haul it at least 1/2 mile from a trail or campsite and leave it to be eaten by predators.??
- 12. Pack processed, weed-free feed for stock, such as pellets or cubes. Do not take hay or straw into the wilderness.
- 13. Confine pack and saddle stock to established trails during travel. Pack animals are to be tied together and led, so that they stay on the trail. They may be untied and loose herded only when necessary for safety along short sections of trail.
- 14. Tether pack and saddle stock at least 100 feet away from water sources, and away from trails.
- 15. Graze stock only in meadows which are in good condition, and have at least 60% of the graze left on them.
- 16. Use hobbles, pickets or high-lines to hold stock for periods longer than 1/2 hour. Tethering them to green trees can damage the tree bark or roots, leading to the death of the tree. Protect trees from highlines by padding them or by using straps at least 3" wide.
- 17. -Temporary corrals can be constructed out of portable electric fencing; ropes strung through posts stuck in the ground (and removed when you leave the area); or out of plastic fencing materials??
- 18. Use lashing rather than wire or nails to fasten anything to a live tree.
- 19. Be alert in the burn areas for falling or unstable trees. Camp away from blackened timber.
- 20. Carry a saw or ax with you and cut fallen trees out of the trail, rather than riding around them and creating a new trail.
- 21. Stay on system trails where they exist. Don't cut switchbacks or create steep shortcuts which will cause erosion. Report trail problems to the Forest Service.

MANAGEMENT OBJECTIVES

- Increase people's appreciation for and understanding of the Wilderness resource.
- 2. Motivate people to assume personal responsibility for the care of Wilderness.
- 3. Teach a general land ethic responsibility that reaches beyond Wilderness.
- 4. Develop Forest-wide education strategy to address all Wilderness resource areas.
- 5. Increase education efforts which target specific groups where there are high expectations of beneficial results. Reach people before they enter Wilderness with emphasis on reaching general recreationists using stock.
- 6. Establish positive working partnerships between the Forest Service and the public.
- 7. Increase visitor awareness, understanding, and support of the Wilderness Act and the National Wilderness Preservation System.
- 8. Retain law enforcement capabilities.

ACTIONS

- A. Prepare (and implement) an education plan for the Teton Wilderness.
- B. Develop and implement education and information programs building partnerships with outfitters and private user groups such as Backcountry Horsemen.
- C. Work with the Wyoming Game & Fish to include information about the Wilderness and about low-impact techniques with hunting licenses; contact people who stop at the fall hunting contact station outside of Dubois (and others) to inform hunters about Wilderness use ethics and leave no trace techniques.
- D. Develop brief (5 minute) informative presentations for Trailhead Hosts and Wilderness Rangers to help them get across all the vital information.
- E. Increase personal contacts in the field and at trailheads. Hire field people who are good communicators and have common sense.
- F. Develop guidelines for Rangers for backcountry patrol such as GTNP has done, and set clear priorities for enforcement of regulations; monitor enforcement to strive for consistency.
- G. Use the Ninemile Wilderness Ranger training and field guide.
- H. As use and problems increase, provide training and support for Rangers to deal with increasingly complex law enforcement situations. Continue on-the-ground law enforcement presence.
- I. Write articles for magazines such as Western Horsemen on low-impact techniques, new lightweight equipment, better methods for dealing with stock, etc.

- J. Hire someone to assist with education projects year-round (forest level).
- K. Monitor the effectiveness of various educational techniques.
- L. Make sure that trailheads have necessary information, presented in an inviting and easy to read manner.



L. SEARCH AND RESCUE

CONCERNS

1. People should pay the costs associated with searches, rescues, evacuations.

DESIRED FUTURE CONDITION

Visitors are aware of the risks associated with Wilderness travel and assume personal responsibility. Visitors prepare for their trip and know their limits so that search and rescues are seldom needed. Wilderness Rangers and other Forest Service staff, and outfitters and guides, are trained in basic first aid and are able to provide immediate medical response and assistance.

Management Standards:

Medical evacuation by helicopter is allowed only in emergencies where the situation involves an inescapable urgency and temporary need for speed beyond that available by primitive means.

EXISTING CONDITION

Search and rescue activities are conducted by the Teton and Park County Sheriff's offices, with assistance from the Forest Service. A general cooperative agreement exists between the two agencies. Use of a helicopter for emergency medical situations requires approval from the Forest Supervisor. There are typically 8-10 medical evacuations each year from the Teton Wilderness.

MANAGEMENT OBJECTIVES

- Be prepared to respond to an emergency.
- 2. Increase visitor awareness of risks inherent in seeking physical and mental challenges and solitude, so that they can be prepared to deal with emergencies.

ACTIONS

A. Work with Teton, Park and Fremont County Sheriff's offices to develop a search and rescue plan specifically for the Teton Wilderness (use the wilderness search and rescue prototype plan as a basis).

B. Inform visitors that they face inherent risks of adverse weather conditions, isolation, physical hazards, and lack of rapid communications, and that search and rescue may not be as rapid as expected in less primitive settings. Include information on risks and accident prevention in Wilderness brochures and maps.

C. Continue assisting with search and rescues, medical evacuations, etc. Provide training for field personnel.

M. ADMINISTRATION

This section does not deal with specific conditions in the Wilderness but is included to recognize the management tasks which are needed to support the overall Wilderness program. Most of these activities are currently being done at some level. In the future, we hope to being doing these more efficiently in a high quality manner so that greater effort can be placed on directly improving on-the-ground conditions.

Management tasks to support overall program administration include:

- * Develop out-year budgets; track current year budgets; prepare annual work plans.
- * Prepare Annual Wilderness Report to Congress, and other reports (admin sites, overflights, etc.)
- * Prepare reports on accomplishments, articles for newsletters, project proposals, award nominations
- * Respond to requests for information, FOIA's, Congressionals, etc.
- * Sponsor management reviews and inter-agency coordination trips
- * Coordinate with Yellowstone and Grand Teton National Parks, and with the Wapiti and Wind River Districts of the Shoshone National Forest.
- * Recruit, hire, train and supervise employees.
- * Plan activities such as completing the area analysis for the west side enclaves and planning new trailheads to meet public and resource needs; follow NEPA.
- * SO specialists provide input and assistance for projects within or affecting the Wilderness (soil, water, air, visuals, public affairs, wildlife, fisheries, recreation, etc.); oversight assistance from District Ranger.
- * Amend Forest Plan to include recommendations from Wilderness planning process.
- Use inventory data to establish realistic standards for the amount of acceptable change in conditions.
- * Purchase, train, care for, vet and dispose of stock.
- * Purchase items needed for Wilderness work (hay, grain, tack, winter pasture, tools, tents, bear spray, radios, etc.)
- Maintain tack and tools (sharpen cross cut saws, etc.)
- * Provide housing for Wilderness employees when they are not in the Wilderness.
- * Update Wilderness Implementation Schedule as needed.
- * Maintain currency in new research, management strategies, restoration techniques, etc.
- * Keep in touch with the public about their desires for management of the Wilderness, and keep them informed about what is going on which effects the Teton Wilderness.



V. INVENTORY AND MONITORING PLAN

Throughout the planning process, inventory and monitoring were identified as critical needs. Because many of the actions identified in Chapter IV of this Action Plan relate to inventory or monitoring, this section has been included so that inventory and monitoring needs can be easily referenced.

Three tables are included. Inventory and monitoring elements identified in each table are referenced back to a specific action identified in Section IV of this Plan. Forest Plan monitoring references are also included for each element.

- TABLE 1: Inventory Elements This table identifies the elements for which the existing condition is unknown. The focus of inventory will be to determine baseline conditions so that realistic standards can be established. Once existing conditions are known, these elements will continued to be monitored on a periodic basis.
- TABLE 2: Implementation Monitoring Elements This table identifies elements which are monitored to determine whether policies and permit terms are being carried out as stated. The focus is on management activities and activities that are done under special use permit (i.e. livestock grazing, outfitting).
- TABLE 3: Effectiveness Monitoring Elements This table identifies elements for which the existing condition is known and standards have been established. These elements are monitored to determine if standards and guidelines are being met. The intent is to track **trends** in conditions to determine the effectiveness of current management strategies. Good management decisions cannot be based on a picture of conditions which are just a snapshot in time.

A table has not been developed for validation monitoring. Validation monitoring seeks to determine whether goals for desired future conditions are being met. For the Teton Wilderness, validation monitoring will consist of a periodic assessment of whether the management emphasis for the 6A, 6B, 6C and 6D zones is being met. Information obtained from implementation and effectiveness monitoring will be grouped by zone to give an overall picture of existing conditions in each zone.

- WILDERNESS MONITORING

All of the inventory and monitoring elements identified in the following tables should contribute to a greater understanding of the quality or health of the overall Wilderness resource. While Wilderness consists of many basic resources and human uses, what makes the Wilderness resource different are the three characteristics that define the setting (from Wilderness Act).

- 1. A place not controlled by humans. The focus here is to understand the variability of vegetation conditions over time and space which are created from natural disturbances such as fire, wind, snow avalanches, landslides, and floods. This information is needed to determine whether human activities are interfering with natural processes to the least extent possible. Monitoring elements related to fire, rangeland condition, wildlife habitat, and riparian conditions fit this category.
- 2. A place not occupied or modified by humans. The focus here is to determine if the impact from human activities is substantially unnoticeable so that natural conditions, cultural history and primeval character are retained. Monitoring elements related to campsites, trails, outfitter use, stock grazing, noxious weeds, cultural resources, and water/air quality fit this category.

3. A place with outstanding opportunities for solitude or a primitive and unconfined type of recreation. The focus here is to determine whether visitors are able to obtain a high quality wilderness experience (with desired degree of solitude, self-relation, cnallenge, inspiration, connection with nature/heritage). Monitoring elements related to encounters, visitor conflict, garbage, and violations of regulations fit this category.

PRIORITIES

Responses to the draft Action Plan along with citizen task force discussions suggest that emphasis should be placed on monitoring the following items:

- * Compliance with permit conditions that reflect GYA Outfitter-Guide Policy and Cache Removal schedule
- * Miles of trails maintained to standard
- Number of violations of food storage regulations
- Meadow condition
- * Campsite condition
- Number of encounters between groups
- * Threatened and endangered species recovery (legally required)
- * Recreation use
- * Visibility (legally required)

Priority for inventory should be placed on cultural resource surveys. Other elements of the Wilderness setting will be monitored as funds become available. Opportunities to enlist the help of volunteers or permittees to accomplish additional monitoring will be pursued. Sensitive and indicator species surveys are generally done for an area larger than the Wilderness. A portion of the Wilderness will be covered when these surveys are scheduled.

In determining where to locate inventory and monitoring studies, priority should be placed where:

- 1 Conditions did not meet standard or were close to not meeting standard when the last assessment was done.
- 2 The knowledge of existing conditions is the poorest.
- 3 The effects of management are poorly understood.
- 4 The rate of change in conditions seems to be high.
- 5 A new activity is proposed or has occurred within the Wilderness or adjacent to it which could result in changed conditions.

PUBLIC INVOLVEMENT IN MONITORING

Throughout the planning process we heard that people want to be involved in monitoring. Active citizen involvement in monitoring is expected to lead to greater ownership in the program and interest in taking care of the Wilderness resource. To achieve this, we will take the following actions:

- 1 Publish a schedule of monitoring activities planned during the summer by the Forest Service including those scheduled in conjunction with Wyoming Game and Fish. Identify a contact person and encourage organized groups and citizens to participate.
- 2 Produce a field monitoring book for use by field personnel working in Wilderness and by citizens who are interested in reporting conditions during their Wilderness trip. Collect photos for use in monitoring book to give people a clearer idea how to recognize different condition classes.
- 3 Invite interested citizens to any training sessions held that focus on teaching monitoring technique to field personnel.

4 Hold a yearly winter meeting with citizens to discuss results of monitoring, accomplishments and emerging issues. Request suggestions for improvement.

TRAINING

To increase the reliability of data, all field personnel will be trained in monitoring procedures by specialists in the particular discipline. The training will normally be done jointly between disciplines - e.g. joint fisheries, range, wilderness training. Rather than hold special training sessions early in the year, the training will be done throughout the season as monitoring activities are scheduled. For example, training on assessing forage utilization would be done the first time an allotment or recreation stock area is scheduled for inspection. Interested citizens will be invited to participate.

DATA STORAGE AND ANALYSIS

All data collected will be analyzed relative to established standards or deviations requiring further evaluation identified in the Bridger-Teton Forest Plan. Results will be interpreted in terms of management implications (i.e. what do results say about effectiveness of management actions and is a change in management suggested). Where data is being collected for the first time (i.e. existing condition is unknown), results will be analyzed and interpreted in terms of its use to help establish standards. All information will be collected so that it can be mapped at scale of 1:24,000 (7.5 minute topo map). This will enable transfer to GIS.

REPORTING

A yearly State-of-the-Wilderness report will be published to display monitoring results and accomplishments (as part of Annual Wilderness Report to Congress). A summary of this report will be prepared as an appendix to the Annual Forest Plan monitoring report.

TABLE 1: INVENTORY ELEMENTS

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
What is the extent of user- created trail development?	Miles of user- created trails	Gobal Positioning System	When funds or volunteers are available	Place emphasis on surveying 6A and 6B areas	Trail action G	
What is the total recreation use?	Number of visitors, rvds	Trail counters with double sampling at Turpin and Pacific Creek by hosts	Priority item - Every 5 years	Turpin, Box, Pacific, Sheffield, Pilgrim, Bear Cub Pass	Rec. experience action A	F1 - Wilder- ness social settings
What are existing riparian conditions?	Existing vegetation and streambank conditions compared with potential natural conditions	Level II riparian area evaluation using comparable reference area to determine potential natural conditions, photos	When funds or volunteers available		Plant action F	K1 - Riparian areas
What is the existing popula- tion of indigenous cutthroat trout and what is condition of habitat?	Population estimate, Riparian assessment (see element above)	Creel survey?, Level II riparian area evaluation	When funding and WGFD / Yellowstone Park assistance available		Fish action B	K1 - Riparian areas
Do cultural resource sites exist which are significant?	Number of sites recorded	Cultural resource documentation form, photos	Priority item - 5 field days per year	Emphasis placed in areas with high recreation use and areas where sites are likely to be found	Cultural resource action A	N1 - Cultural resource sites
Are water sources contaminated by humans?	Fecal coliform/fecal strep ratio	Lab analysis - ratio grater than 4.4 suggests human contamination	When funds or volunteers available	Emphasis on areas with high camping use	Air/water action B	K5 - Potable water quality

Teton Wilderness Action Plan

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
How much area has been infested by noxious weeds?	Acres infested with noxious weeds - leafy spurge, dyers woad, spotted knapweed, musk thistle, common tansy, canada thistle	Locate infestation area on topo map, count number of plants or estimate sq.ft.	When funds or volunteers available	Canada thistle - Enos Lake area and Mink Creek	Plant action C	H5 - Noxious weeds

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
What is the population status of selected sensitive and indicator species? Is there evidence of human activities affecting habitat for these species? How does the abundance and distribution of these species within Wilderness compare with areas of the Forest outside Wilderness?	Presence of selected species, description of habitat where sighted. Selected species include: predator (wolverine), furbearer (pine marten, fisher), birds of prey (flammulated or great grey owl), waterfowl (trumpeter swan, harlequin duck), amphibians (boreal toad, spotted frog), cavity-nesters (three-toed woodpecker), perching birds (Brewer's sparrow), plants (sweetflowered rock jasmine, Payson's milkvetch, Wyoming tansymustard, boreal draba, alpine parrya, Greenland primrose, Weber's saussurea)	Dependent on particular species. Locate all sightings on topo map	When funds available	Emphasis placed on areas where species likely to be found	Wildlife action C, Plant action A	G7 and G8 - sensitive plant and wildlife species
What is the existing habitat condition of crucial bighorn sheep, elk, moose and mule deer winter range and calving/lambing areas?	Existing vegetation condition compared with potential natural condition	Ecological status worksheet, photos	When funds or WGFD assistance available	Refer to maps of spring and winter range	Wildlife action D	G1 - Big game popula- tions

,

TABLE 2: IMPLEMENTATION MONITORING (COMPLIANCE)

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT LOCATION		ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
Are outfitters complying with permit conditions that reflect GYA Outfitter Policy and Cache Removal Schedule?	Number of outfitters in compliance, number of outfitters complying with scheduled improvements, number of outfitters not in compliance	Performance evaluation - compare actual performance with terms of permit and operating plan	Priority item - Performance evaluation will be done for all outfitters annually		Outfitter action F	
Are livestock permittees complying with terms of their permit?	Number of permittees in compliance, number of permittees complying with scheduled improvements, number of permittees not in compliance	Performance evaluation - compare actual performance with terms of permit and annual operating plan	Performance evaluation will be done for all permittees annually	e for all		
Are trail maintenance targets being met?	Number of miles of trail maintained to standard (clearing, erosion control, hazards reduced)	Daily patrol report form reporting trail work accomplished	Priority item miles per year	6D and 6C areas are higher priority than 6B	Trail action A	
Are fire starts being managed according to direction contained in the Teton Wilderness Fire Plan?	Number of acres burned compared to number of acres which might have burned under no suppression, Prescribed fire costs, suppression costs, Any property loss	Year-end review by fire/wilderness personnel	Review held at end of each fire season		Fire action A	

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
Are the Policies and Guide- lines for managing fish and wildlife within Wilderness being followed?	Number of provisions being complied with, number of provisions not being complied with	Year-end review by wildlife/fish/ wilderness personnel from FS in conjunction with WGFD	Every 2 years		Wildlife action A, B, Fish action A	
Are visitors complying with food storage regulations designed to promote recovery of grizzly bear?	Number of violations	Incident reports	Priority item - Annually		Wildlife action E	G2 - Grizzly bear guide- lines

TABLE 3: EFFECTIVENESS MONITORING

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
Is the amount and distribu- tion of particular vegetation types changing over time? What does this tell us about the variability that occurs with natural fire regimes?	Amount and distribution of vegetation types	Aerial photos	When funds are available	Entire Wilderness including contiguous foothill areas	Fire action B, Wildlife action C,D, Plant action B	
How is vegetation changing at specific locations? What does this tell us about variability that occurs with natural fire regimes?	Existing vegetation age, structure and composition, fuel loading	Retake photos at 2 points established within each vegetation type - use 13 George Gruell photo points plus any new ones needed to fill gaps. Establish photo points using GPS. Establish fuel loading transects.	When funds or volunteers available	At 13 Gruell photo points. Establish additional photo points for vegetation types which are not represented. Establish fuel loading transects within each vegetation type.	Fire action B, Wildlife action C,D, Plant action B	O1 - Fuels invento- ry
Is fire suppression altering natural fire frequency in particular vegetation types?	Predicted vs. actual fire frequency for each vegetation type	Use fire history studies to calculate predicted fire frequency. Use fire records from 1960-present to calculate actual fire frequency.	When funds are available	Entire Wilderness including contiguous foothill areas	Fire action B, Wildlife action C,D, Plant action B	P1 - Fire preven- tion
Are forage utilization stand- ards being met?	Utilization of key forage species	Utilization gauge plus ocular estimate	??	Grazing allotments, high recreation stock use areas, crucial wildlife habitat	Grazing action A,C, Wildlife action D	H2 - Range- land proper- use, F2 - Rec stock use in Wilder- ness

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
Are meadow conditions improving, worsening or remaining stable?	Meadow condition class	Meadow condition class form plus aerial or infra-red photos	Priority item - 25 meadows per year	Place emphasis on condition class 3,4, and 5 meadows	Grazing action A, B	H4 - Range- land condi- tion, F2 - Rec stock use in Wilder- ness
Are Threatened and Endangered species recoverying? (grizzly bear, bald eagle, grey wolf, peregrine falcon)	Population trend, reproductive success	Dependent on species - done in conjunction with FWS and WGFD	Priority item		Wildlife action C	G11 - Grizzly bear habitat, G12 and G3 - Bald eagle habitat and popula- tion, G13 - Pere- grine falcon habitat
Are campsite conditions improving, worsening, or remaining stable in relation to standards? Is there any correlation between campsite conditions and fire patterns? Are site closures causing greater impact to adjacent areas?	Condition rating	Teton Assessment Method	Priority item - 25 sites per year	Give priority to those sites which do not meet standard or were close to standard and in any areas where campsite is closed	Campsite , action A, E, Wildlife action F	F1 - Wilder- ness settings

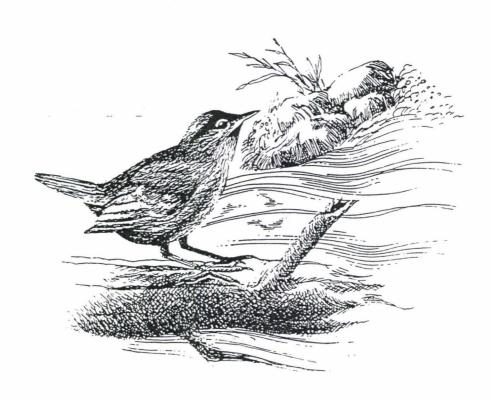
QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
Are trail conditions improving, worsening, or remaining stable?	Length and condition of "problem" areas on system trails - persistent bogginess, gullying deeper than 6 inches, multiple trailing	Trail Condition survey form plus photo	When funds or volunteers available	(Refer to trail inventory)	Trail action A	
Are conditions in aquatic systems changing which may be attributed to acid deposition, fish stocking or other human activities?	Macroinvertebrate composition, plankton	Follow procedures in Air Quality Report No. 2, compare stocked lakes with unstocked lakes that are match in terms of physical features	When funds or volunteers available		Fish action A	K10 - lake water quality
Are air quality standards for Class I airshed being met?	Visibility - haze rating	Camera photos	Priority item - Annually	Rosie's ridge looking at South Fork of Buffalo	Air action D	K3 - air quality
Are stocked fish naturally reproducing? (Needed to determine compliance with fish stocking policy)	Fish population estimate	Creel survey??	When funds and WGF assistance is available	See list of stocked lakes	Fish action A	
Are educational messages and visitor contacts improving visitor compliance with regulations?	Number of violations for each regulation	Incident reports	Annually	Entire Wilderness with emphasis on areas with known illegal motorized/mechanized use and areas where illegal outfitting is suspected	Education and Law Enforcement action E, F, H	÷
Are standards for acceptable number of encounters being met so that visitors are able to obtain some degree of solitude?	Number of encounters between groups on the trail	Wilderness ranger daily patrol reports and volunteer reporters	Priority item - Minimum of 50 report dates distributed evenly over field season	Place emphasis on Turpin trailhead to Yellowstone Meadows	Recreation Experience action A	F1 - Wilder- ness social setting

ŧ

QUESTION	INDICATOR	MEASUREMENT METHOD	ACCOMPLISHMENT	LOCATION	ACTION PLAN REF.	FOREST PLAN MONI- TORING REF.
Are standards for acceptable number of encounters with other campers being met so that visitors are able to obtain some degree of campsite privacy and solitude?	Number of other camp groups seen or heard	Wilderness ranger daily patrol reports and volunteer reporters	Priority item - Minimum of 30 report dates distributed evenly over field season	Distribute over all zones	Recreation experience action A	F1 - Wilder- ness social setting
Do visitors feel like they were able to obtain a high quality wilderness experi- ence? Why or why not?	Rating of experience compared with description of desired experience, number of complaints or compliments received	Visitor comment cards and comments to trailhead hosts or rangers, letters, phone calls	Need minimum of 10 comments cards returned per trailhead	Turpin Meadow, Pacific Creek, Pilgrim Creek, Brooks Lake, Sheffield Creek, Box Creek	Recreation experience action B	F1 - Wilder- ness social setting
Is the amount of garbage increasing or decreasing?	Pounds packed out, number of pieces picked up along trail	Wilderness ranger daily patrol report, Volunteer reporters	Minimum of 50 report dates distributed evenly over field season	Do along with regular patrol routes	Campsite action B, Trail action A	F1 - Wilder- ness social setting
Are known cultural resource sites being affected by human activities?	Evidence of human activity - camping, trail use, graffiti at known sites	Photo and descriptive notes	Check each significant site every 3 years	Place emphasis on sites listed on National Historic Register and sites determined to be eligible	Cultural resource action A	N3 - Historic struc- tures



7年



VI. WILDERNESS IMPLEMENTATION SCHEDULE

SUMMARY OF PRIORITIES

Priorities dictate where available money will be spent. The following items represent where we believe management effort needs to focus to substantially improve the Wilderness program in the Teton Wilderness. The action items were the key ones identified by the Teton Wilderness citizen task force and by the Teton Wilderness rangers.

1. Build partnerships with outfitters to improve conditions.

Outfitters and the Forest Service share a common responsibility to protect the Wilderness. We need to build on this common interest through better communication and work together to improve conditions in the Wilderness. Improvement in overall administration of outfitting special uses and implementation of the GYA Outfitter Policy and Cache Removal Schedule is needed.

- A. Make inspections objective.
- B. Implement policies consistently.
- C. Provide annual feedback on performance-for both outfitters and for Forest Service employees.
- D. Develop outfitter-FS partnerships for education of the public about responsible wilderness use. natural and cultural history (noxious weeds, historical sites, wildlife, plants, etc.).
- E. Develop a system to reward low-impact camping and horse use.
- F. Pursue illegal outfitters.

2. Improve information base about recreation use, meadow conditions, cultural resources, riparian conditions, fire, and fisheries.

Throughout this process, we heard that we do not know enough about current conditions to establish defendable standards for acceptable change and determine the best management options. We need to gather this information in a consistent, systematic manner using trained personnel.

- A. Improve conditions at campsites which do not meet standards; remove trash from campsites; restore sites which are within 200 feet of lakes or 100 feet of streams. Monitor impacts of closing sites on other campsites.
- B. Gather reliable data on vegetation conditions. Improve or maintain condition of meadows which are grazed by livestock.
- C. Inventory noxious weed and exotic plant populations. Investigate new ways to deal with noxious weeds and work to eliminate them.
- D. For fire suppression efforts, use minimum tool and least cost and loss analysis.
- E. Determine non-commercial use levels.
- F. Monitor and reduce conflicts between user groups.
- G. Monitor population and habitat trends for Threatened, endangered, sensitive and big game species (with WGFD). Reduce overflights where possible.
- H. Resolve validity of mining claims; resolve ownership and remove Pacific Creek cabins.
- I. Evaluate administrative sites and remove items and developments which are not needed.
- J. Develop schedule for systematic sample survey of cultural sites.

3. Improve trail conditions.

With 450 miles of system trail and limited trail personnel, trails are not being adequately maintained. Problems include inability to clear trees before trails develop around them, multiple trailing, and bogginess.

- A. Annually clear system trails and do routine maintenance.
- B. Remove litter along trails; improve education about Pack-it-in Pack-it-out.
- C. Rehabilitate areas of erosion on user-created or abandoned trails.
- D. Discourage use of non-system trails.
- E. Place directional signs at system-trail junctions.
- F. Produce better map of Teton Wilderness and educate users about how they can reduce their impact on the trails.

Improve education efforts.

Educated visitors who take personal responsibility for proper use of the Wilderness will do the most to improve conditions without new regulations. To be successful, such an education effort needs to be well thought out and coordinated Forest-wide. Target visitors before they enter the Wilderness.

- A. Develop in-town educational programs in partnership with outfitters and groups such as Backcountry Horsemen.
- B. Develop information/education program on sensitive, noxious and exotic plants. Involve visitors in reporting location and spread of noxious weeds.
- C. Educate rangers, outfitters, range riders and private stock users to recognize range utilization and practice low-impact stock use.
- D. Provide information/education on the role of fire, fire management and fire effects.
- E. Develop information and educational programs about cultural history and protection of archaeological sites using partnerships with historical societies, etc.
- F. Encourage use of bear-resistant panniers and food tubes.
- G. Provide training and support for Wilderness Rangers to deal with increasingly complex law enforcement situations.
- H. Develop wilderness patrol guidelines with clear priorities for enforcement of regulations and consistency.
- I. Include information on proper sanitation and water treatment in brochures and maps.
- J. Increase personal contacts in the field and at trailheads. Hire filed people who are good communicators and have common sense.
- K. Improve informational displays and facilities at trailheads.
- L. Develop brief informative presentations for trailhead hosts and wilderness rangers to get across vital information.
- M. Provide information to prevent human-caused fires.
- N. Increase law enforcement where needed to prevent deterioration of the Wilderness resource.
- O. Let visitors know about good alternative campsites.
- P. Provide information about wildlife and how visitors can reduce potential of disturbing them
- Q. Write articles for magazines such as Backcountry Horsemen that visitors might read.

Complete and use associated plans for individual resources:

- A. Revise the fish management plan for the Teton Wilderness in conjunction with Wyoming Game and Fish Department.
- B. Determine the level and type of outfitter services necessary to meet Wilderness purposes. Develop guidelines for institutional outfitting as part of this determination.
- C. Implement the Teton Wilderness Fire Plan. Train or recruit qualified wilderness fire personnel.
- D. Prepare and implement education plan for Teton Wilderness.

TETON WILDERNESS IMPLEMENTATION SCHEDULE November 1993

INTRODUCTION

The following table defines the who, when and how of action items identified in the Implementation Direction section of the plan. They are organized by resource area. This schedule will be used in preparing outyear budgets and in setting priorities for long term management of the Teton Wilderness. By showing the true costs of management it is hoped that a greater awareness and understanding of the resource and subsequent allocation (funding), will occur.

Personnel: This column lists the numbers and types of staff required to complete each action item. For the most part they are district employees, but where Supervisor's Office specialist assistance (such as cultural resource inventory or engineering survey) is needed for the activity, those positions are also shown. The District Ranger has oversight responsibility for most of these activities, and his funding needs are shown only in the Administration section.

Days/Year: This is the number of days that each person or group of people will spend working on an action in one year.

Estimated Costs: The estimated costs reflect actual costs to government and are based on current (1993) figures. They do not include inflation values for outyear planning. For simplification they are rounded to the nearest \$500.00. Costs include employee salary, plus materials & equipment (vehicles, horses, radios, etc.) needed to do the work, plus District and Supervisor's Office overhead (estimated at 25% for the SO and 20% for the District) associated with personnel, procurement, computers, and other administrative costs. Salary figures are an estimate of the average cost of a person at a certain grade level.

Fund Codes: Fund codes are the coding system the Forest Service uses to identify specific program dollars. Forest Service units are allocated operating budgets of varying amounts for specific resource areas. Money spent on activities which benefit the Teton Wilderness may be allocated from a variety of funds, including the following:

Wilderness Management (NFWM)

Recreation Management (NFRM) (includes special use permit administration)

Trail Maintenance (NFTR)

Trail Construction (CNTR)

Range/Vegetation Management (NFVM)

Wildlife Management (NFWL)

Fisheries Management (NFIF)

Noxious Weeds (NFNW)

Fire Prevention (FFFP)

Cultural Resource Management (NFCR)

Threatened and Endangered Species Management (NFTE)

Watershed Management (NFSI)

Airshed Management (NFSO)

Minerals Management (NFMG).

Priorities: Priorities were identified by the District interdisciplinary team based on information recieved from taskforce members, other members of the public, and from Wilderness Rangers. The priorites reflect at which of three levels of management the action item will be accomplished:

- 1. Current Level of funding/operation (below basic needs)
- 2. Basic Operation and Maintenance needs
- 3. Full Implementation of the Forest Plan

Planning Cycle: This indicates the frequency or repetitiveness of an action. Some items are repeated each year (annually = A) such as clearing major trails of fallen trees; some are done every few years (5 years) such as updating outfitter/guide permits; other items need to only be done once (1x).



TETON WILDERNESS IMPLEMENTATION SCHEDULE

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
WILDLIFE A. Obtain list from Wyoming Game and Fish Department (WGFD) of low-level aircraft flights which are scheduled to occur each year, to assist with monitoring and reducing those flights.	GS-9 Wildife biologist	2	\$600	NFTE	2	A
B Meet with WGFD pilots and biologists to discuss ways to reduce impacts from low-level flights.	GS-9 Wildife biologist GS-10 Wild. Manager	1	\$300 \$340	NFWL, NFTE NFWM	2 2	3 3
C. Monitor population and habitat trends of TES species; update habitat maps.	GS-9 Wildlife Biologist	10	\$3,000	NETE	2	A
C1. Inventory for TES species which might be within the Teton Wilderness.	GS-12 Wildlife Biologist Contract Survey	5	\$1,900 \$80,000	NFTE NFTE	3	1x 1x
E. Provide information/education about wildlife (esp. TES species) for visitors, along with viewing ethics. Prevent human/grizzly conflicts (educate visitors about food storage, enforce regulations, certify panniers.	GS 9 Wildlife Bio. GS 5 District Clerk GS-5/6 Wild. Rngers GS-10 Wild. Manager GS-11 Resource Ofrc	10 10 100 15 5	\$3,000 \$2,640 \$17,280 \$5040 \$1760	NETE NETE DETE, NEWM NETE	1 1 1	A A A
F Monitor boxes and poles, and their impacts; maintain structures, move as needed.	Trailhead Hosts GS-5 Wild. Rangers GS-5 Wildlife Bio 1 Volunteer	60 25 75 90	\$1,800 \$4,000 \$12,000 \$3,300	NFRM NFWM NFTE NFTE	1 2 2 2	A 3 3
G Continue loaning bear-resistant panniers and food tubes, until a private company offers this service.	District Clerk	10	\$2640	NF1E	1	А
C2 Prepare/implement wolf recovery plan if required	GS-12 Wildlife Bio GS-9 Wildlife Bio	20 20	\$7,200 \$6,000	NETE NETE	3 3	1x A
FISHERIES A. Revise fish management/stocking plan for the Teton Wilderness, in conjunction with WGFD.	GS-9 Wildlife biologist GS-11 Fisheries Biologist	30 10	\$8880 \$3520	NFIF NFIF	2 2	10 10

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
B. Learn more about indigenous cutthroat trout populations and habitat requirements (with WGFD).	GS-7 Fisheries Biologist 2 Volunteers	100 90	\$26,000 \$6,600	NEIE NEIE	3 3	1x 1x
C. Provide information and education about fisheries to public, and promote user responsibilities.	GS-9 Fisheries or Wildlife Biologist GS-5 Graphic Artist Publication	10 15	\$3,000 \$2,400 \$1,000	NEIE NEIE NEIE	2 2 2	A 5 5
D. Develop plan to deal with early-season use in Yellowstone Meadows/Atlantic Creek associated with fishing.	GS-10 Wilderness Manager GS-9 Wildlife Biologist	35 8	\$11,900 \$2,368	NEWM NEIF	2 2	10
VEGETATION A. Complete inventories of sensitive plant species populations and distribution, monitor sensitive plant species; maintain sensitive plant species populations.	GS-12 Wildlife Biologist Contract GS-5 Botanist	5 100	\$2,000 \$12,000 \$16,000	NFTE NFTE NFTE	2 2 2	1 x 1 x 3
B. Monitor vegetation community types and update baseline data as needed. (Same as Wildlife, Action C.)			,			
C. Inventory noxious & exotic plant populations, and develop plan for eliminating them.	GS-6 Range Tech	40	\$9,600	NENW	2	10
D. Manually treat noxious weeds (work with outfitters) Monitor their spread.	GS 6 Range Tech	40	\$9,600	NENW	2	10
E. Develop information/education program about sensitive, noxious and exotic plants and how visitors canhelp monitor and control their spread.	GS 6 Range Tech GS-5 graphic artist Production	10 20	\$2,400 \$3,200 \$3,000	NEVM NEVM NEVM	2 2 2	10 10 10
F. Inventory riparian conditions.	GS-6 Range Tech	100	\$24,000	NFVM, NFSI	2	10
F1. Correct high priority riparian damage caused by human activities (including livestock grazing).	GS 5 Crew Lender	100	\$16,000	NEVM, NESI	3	5
WATER/AIR A. Provide information to visitors in brochures, maps and trailheads about potential contaminates in water, and what they can do to protect water sources.	District Clerk Poster Production GS-5 Wilderness Ranger	10 10	\$2,640 \$3,000 \$1,600	NEWM NEWM NEWM	1 2 1	A 10 A

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
D. Complete baseline photographs for Teton Wilderness	GS-11 Resource Ofcr	5	\$1,760	NFSO	1	А
Utilize air quality data from Bridger Wilderness and extrapolate values for the Teton Wilderness.	ARS Contract GS-12 Hydrologist	10	\$3,000 \$3,000	NFSO NFSO	1 2	A 1x
E. Correct erosion problems on trails (see Trails, item A).						
F. When evaluating fire management strategies, consider impacts on air and water quality.	GS 9 FMO	5	\$1,500	FFFP	1	۸
C Investigate options for dealing with human waste.	GS-10 Wilderness Manager	4	\$1,440	NFWM	2	10
FIRE A1. Train or recruit qualified wilderness fire personnel, including a PNF manager.	GS-10 Wilderness Manager GS-9 Fire Management Officer GS-5/6 Wilderness Rangers	10 10 25	\$3,500 \$2,900 \$4,000	FFFP FFFP FFFP	2 2 2	3 3 3
A2. Sign trailheads in conformance with the Fire Plan.	GS-5 Recreation Asst.	10	\$1,600 \$3,000	NFWM FFFP	2	15 15
B Determine natural fire regime and identify areas where it has been disrupted. Monitor fire effects and progress towards a natural fire regime.	GS-9 FMO	5	\$1,500	FFFP	2	5
C Inventory and determine historical significance of all burnable structures within the Wilderness.	GS-7 Archaeologist	100	\$20,000	NECH	2	10
D Provide information & education on the role of	GS-9 FMO	5	\$1,500	FFFP	1	10
fire, fire management, etc. to the public	GS-5 Graphic designer (or	10	\$1000	FFFP	2	10
	contract) Graphic production	\$3000	FFFP, NFWM		2	10
E. Decrease number of human-caused fires, through visitor contacts in the field (support to seasonal staff), school and kids programs.	GS-9 Zone FMO GS-5/6 Wilderness Rangers	3 15	\$810 ,\$2,600	FFFP, EFFS EFFS	1	A A

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
A3. Use minimum tool analysis prior to fire suppression.	GS-10 Wilderness manager GS-9 FMO	3 6	\$1,080 \$2,400	FFFP FFFP	1	A A
A4. Fire suppression efforts include "least cost & loss" analysis.	GS-9 FMO	6	\$2,400	FFFP	1	А
CULTURAL RESOURCES A1.Develop schedule for systematic sample survey.	GS-9 Wilderness Archeologist	10	2,400	NFCR	3	1x
A2 Perform survey, record sites, develop thematic histories, evaluate sites.	GS 9 Wilderness Archaeolo- gist GS-11 Forest Archeologist GS-5/7 Seasonal Archaeolo- gists (2)	160 8 240	\$42,000 \$2,800 \$57,600	NECR NECR NECR	3 3 3	1 x 1 x 1 x
A3.Select representative sites of each type to manage, develop management direction for each site type.	GS _; 9 Archaeologist	40	\$10,400	NFCR	3	1x
B. Develop education and information programs building on partnerships and existing interpretive programs.	GS ¹ 9 Archaeologist GS-5 Graphic artist Publication	30 10	\$7,800 \$1,600 \$1000	NFCR NFCR NFCR	3 3 3	5 5 5
C. Establish administrative procedures which encour age research yet allow for the protection of fossils.	GS-10 Wilderness Manager	10	\$3,600	MW3E4	2	1,
RECREATION EXPERIENCE A Develop and implement a good system for counting and tracking amounts and types of use; and encounters on the trail and in camps.	GS-10 Wilderness Manager	5	\$1,800	NFWM	2	А
	GS-5/6 Wilderness Rangers Trailhead Hosts	60 50	\$10,200 \$1,700	NFWM NFRM	2 1	A A
B. Collect good information about user conflicts.	GS-10 Wilderness Manager GS-5/6 Wilderness Rangers	5 20	\$1,800 \$3,400	NFWM NFWM	2 2	A
C. Inform visitors about conditions they may encounter. Encourage use in the burned areas; discourage use in Yellowstone Meadows.	GS 5 Resource Clerk Trailhead Hosts GS-5/6 Wilderness Rangers	15 30 20	\$4,000 \$1,500 \$3,4b0	NEMW NEMW	1 1 2	A A
D Develop ways to explain DFCs to the public.	GS-10 Wilderness Manager GS-9 PIO	5 5	\$1,800 \$1,700	NFWM NFWM	2 2	10 10

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
E. Work with commercial pilots to reduce impacts on the Wilderness from overflights.	GS-10 Wilderness Manager	3	\$1,000	NFWM	2	5
	GS-9 PIO	5	\$900	NFWM	2	5
F. Improve trailhead facilities and information displays to provide for desired levels of use. Coordinate westside trailhead development with Grand Teton NP.	GS-10 Wild. Manager GS-11 Landscape Architect Engineering Support	10 120	\$3,500 \$37,800 \$25,000	NFWM NFRM CNRN, CNFC	3 3 3	15 15 15
	Construction Contract		\$600,000	CNRN, CNFC	3	15
CAMPSITES A Improve conditions at campsites which do not meet condition standard (remove user built structures, extra firerings and trash, etc.) Revegetate, close sites if necessary.	GS 9 Wilderness Manager GS 5/6 Wilderness Rangers GS-5/6 Wilderness Rangers GS-5 Packer	5 10 60 10	\$1,750 \$1,600 \$9,600 \$2,000	NFWM NEWM NFWM NFWM	2 1 2 1	А А А
C. Restore campsites within 200 ft. of lake shores and 100 ft. of streams and let visitors know about good alternative sites.	GS-5/6 Wilderness Rangers	30	\$4,800	NFWM	2	А
D. Experiment with installing highlines or hitch posts.	GS-10 Wild Manager GS-5 Wild Ranger	2 8	\$700 \$1280	NFWM NFWM	2 2	A A
E. Monitor impacts of closing campsites on other areas. Monitor all campsites	GS-10 Wilderness Manager GS-5 Wilderness Ranger	5 120	\$1,750 \$19,200	NEMW NEMW	2 2	A A
TRAILS A1. Open and reopen system trails (cut out trees) each summer and then perform more detailed maintenance (clean drainage structures, construct new drainage structures, reroute or harden boggy areas, pick up trash). Basic hazard reduction. Then reopen system trails again.	GS-9 Wilderness Manager GS 5/6 Wilderness Rangers GS 5 Trail Crew Leader Volunteer Trail Crew Member	3 140 80 80	\$1,000 \$22,400 \$12,800 \$3,500	NETR NETR NETR NETR	1 1 1	A A : A A
A2. Maintain most trails to standard. Correct most erosion control problems.			\$35,000	NFTR	2	А
A3 Maintain all trails to standard			\$60,000	NETR	3	Α
A4. Place rock cairns where system trails aren't evident.	GS-5 Trail Crew Leader	20	\$3,200	NFTR	2	2
	Volunteer Trail Crew Member	20	\$900	NFTR	2	А

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
A5. Provide trails training for trail crews, Wild Rangers,	GS-10 Wilderness Manager	2	\$700	NFTR	1	А
etc.	Contract Instructor		\$1,500	NFTR, CNTR	2	А
A6. Update sign atlas.	GS-7 Trails Coordinator	15	\$4,000	NFTR, CNTR	2	5
A7. Develop "adopt-a-trail" and other partnership programs to assist with trail work.	GS-7 Trails Coordinator Stipends for crews	60	\$15,840 \$3,000	NFTR, CNTR NFTR, CNTR	2 2	A A
A8. Encourage outfitters to assist with trail opening and maintenance.	GS-10 Wilderness Manager	30	\$10,500	NFTR	2	А
G1 Develop a strategy to deal with non-system trails, discourage use and maintenance of non-system trails.	GS-10 Wilderness Manager	30	\$10,500	NETR	3	Α
A10. Update trail inventory and determine trail density.	GS-7 Trails Coordinator	100	\$26,000	NFTR	2	10
A11. Monitor trail conditions and maintenance or	GS-5 GPS Assistant GS-5/6 Wilderness Rangers	100 30	\$16,000 \$4,800	NFTR NFTR	2 1	10 A
reconstruction needs.	and Trail Crew Leaders GS-7 Trails Coordinator	30	\$7,800	NFTR	2	Α
A12. Move trails out of riparian areas.	GS-5 Trail Crew Leader Vol Trail Crew (4)	80 80	\$12,800 \$14,000	NFTR, CNTR NFTR, CNTR	3 3	A A
B. Make one good tread where there are parallel	GS-7 Trails Coordinator	20	\$5,200	NETR	3	٨
trails.	GS-5 Trail Crew Ldr Volunteer Trail Crew Members (2)	80 80	\$12,800 \$7,000	NFTR NFTR	3	A A
C. Place directional signs at system trail junctions.	GS-10 Wilderness Manager GS-5 Wilderness Rangers	1 15	\$300 \$2,400	NFTR NFTR	1	3 A
D. Rehabilitate areas of erosion on user-created or	GS-7 Trails Coordinator	5	\$1,300	NFTR, CNTR	2	Α
abandoned trails; obliterate old trails when reroutes are done.	GS-5 Trail Crew Leader Volunteer Crew Member	10 10	\$1,600 \$300	NFTR, CNTR NFTR, CNTR	2	A A
F. Install and maintain boundary signing;	GS-10 Wilderness Manager	3	\$1,000	NFWM	2	3
complete survey of boundary where there are known problems.	GS-9 Surveyor GS-5 Survey Crew (2)	20 20	\$5,200 \$6,400	LLLL	2	3

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
G. Discourage use of non-system trails so they become less defined.	GS-10 Wilderness Manager	20	\$7,000	NFWM, NFRM	- 3	А
become less defined.	GS-5/6 Wilderness Rangers	40	\$6,400	NEMW	3	А
H. Remove signs, cairns or other markers on non-system trails.	GS-9 Wilderness Manager	2	\$700	NFTR	2	А
Tion-system trans.	GS-5 Wilderness Rangers	40	\$6,400	NFTR	2	А
I. Work with Regional Office to produce a more detailed map of the Teton Wilderness.	GS-10 Wilderness Manager	5	\$1,750	NFTR	2	10
J. Educate visitors about trail and trailless travel.	GS-6 Lead Wilderness Ranger	10	\$2,300	NFTR, NFWM	3	А
K. Provide up-to-date and accurate information about trail conditions to visitors	GS-10 Wilderness Manager	2	\$700	NFWM	1	А
	GS-5 Wilderness Rangers and Trail Crew Leaders	6	\$960	NF-WM	1	Α
	GS-5 Resource Clerk	6 3	\$1,690 \$800	NFTR NFTR	1 2	A A
L. Complete analysis and NEPA-sufficient documentation, and designate the Continental Divide Trail.	GS-12 Recreation Specialist GS-10 Wilderness Manager	20 20	\$6,400 \$7,000	NFTR, NFRM NFTR, NFWM	2	1x 1x
GRAZING A. Range monitoring (gather reliable data on vegetation conditions)	GS 11 Resource Officer GS 6 Range Tech GS 6 Range Tech	3 6 100	\$1,050 \$1,400 \$24,000	NEVM NEVM NEWM, NEVM	2 1 3	A A A
B. Maintain or improve condition class of meadows (monitoring included in Campsites, Action E) close if necessary, require feed, limit early use.	GS-11 Resource Officer GS-10 Wilderness Manager GS 5/6 Wilderness Rangers	30 30 400	\$10,500 \$10,500 \$64,000	NFWM NFWM NFWM	2 2 2	; A A A
C. Educate all stock users to recognize range trends and utilization, and to practice low impact stock use techniques.	GS-11 Resource Officer GS-10 Wilderness Manager GS-5/6 Wilderness Rangers GS-5/6 Wilderness Rangers	10 20 40 200	\$3,500 \$7,000 \$6,400 \$35,000	NEAW NEMW NEMW NEMW	2 2 1 3	A A A
D. Update Allotment Management Plans.	GS-11 Resource Officer GS-6 Range Tech	15 120	\$5,250 \$28,800	NFVM NFVM	2 2	10 10

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
E. Provide information & education on where and why livestock grazing occurs in the Wilderness.	GS-6 Range Tech GS-5 Draftsperson	2 2	\$300 \$320	NEVM NEVM	2 2	A A
F. Evaluate salt licks, determine appropriate actions. Experiment with treating with gypsum.	GS-6 Range Tech GS-5 Wilderness Ranger	20 10	\$4,800 \$1,600	NFVM NFVM	2 2	A A
OUTFITTER/GUIDE USE A. Determine non-commercial use levels. (See Recreation Experience, Action item A.)						
B. Determine desired level and type of outfitter services necessary to meet Wilderness purposes.	GS-10 Wild. Manager	200	\$70,000	NFWM	2	5
C. Determine method to allocate additional use days, if desirable.	GS-10 Wilderness Manager	20	\$7,000	NFWM	2	5
D. Investigate the use of a "pool" of use days to help outfitters deal with business fluctuations.	GS-10 Wilderness Manager	10	\$3,500	NFWM	2	5
outiliters deal with business indetoditoris.	GS-5 Resource clerk	10	\$2,600	NFWM	2	5
E. Develop partnerships with Outfitters for educational workshops, interpretation, trail maintenance, etc.	GS-10 Wild. Manager	10	\$3,500	NFWM	2	5
F. Administer existing outfitter/guide permits (inspec	GS-10 Wild. Manager	44	\$15,400	NFRM	1	Α
tions, evaluations, billing, permit reissuance, updated	GS-10 Wild. Manager	160	\$56,000	NFRM	2	A
operation plans, audits, low-impact camp setups,	GS-5 Resource Clerk GS-5 Resource Clerk	30	\$7,920 \$31,560	NFRM NFRM	1 2	A
cache removal, communication!, rewards for excellent operations, methods to deal with unsatisfactory	GS-5 Hesource Clerk GS-5/6 Wilderness Rangers	120 180	\$28,800	NEWM	1	A
operations).	GS-5/6 Wilderness Rangers	360	\$57,600	NEWM, NERM	2	Â
G. Continue trying to halt illegal outfitters.	GS-10 Wilderness Manager	5	\$1,750	NFWM	1	· A
, 0	GS-5/6 Wilderness Rangers	10	\$1,800	NFWM	1	Α
	GS-9 LEO	60	\$18,000	NFWM, NFRM	3	Α
H. Develop policy for dealing with Institutional and Semi-Public outfitting and guiding within the Teton Wilderness.	GS-10 Wilderness Manager	10	\$3,500	NFRM	2	5
I. Develop guidelines for "low-impact" outfitting and include in operating plans as permits are reissued.	GS-10 Wilderness Manager	20	\$7,000	NFRM	2	5

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
SCIENTIFIC RESEARCH A. Identify and implement cooperative research projects.	GS-11 Resource Officer	30	\$10,500	Varied	3	А
	Contracts		\$75,000	Varied	3	Α
B. Produce an annual monitoring report which displays results of all Wilderness research in a clear readable manner.	GS-10 Wilderness Manager					
		10	\$3,500	NFWM	3	A
MINERALS A. Determine location and ownership of valid mining claims in the Teton Wilderness.	GS-11 Resource Officer	2	\$700	NFMG	1	Α
B. Require NOI and Plans of Operations for mining activities.	GS-11 Resource Officer	2	\$700	NFMG	1	А
C. Determine ownership of the Pacific Creek cabins, evaluate historical significance, remove cabins or let deteriorate.	GS-11 Resource Officer GS-7 Archaeologist GS-5 Packer	1 10 6	\$350 \$2,600 \$1,250	NFMG NFCR NFMG	1 2 2	1x 1x 1x
ADMINISTRATIVE SITES AND STRUCTURES A. Perform annual maintenance of administrative sites.	GS-10 Wilderness Manager	3	\$1,050	NEWM	1	А
	GS-5 Wilderness Rangers	20	\$3,200	NFWM	1	Α
B Keep items stored at admin sites to a minimum.	GS-5 Packer/Wild. Ranger	30	\$4,800	NFWM	1	А
C. Provide public information and emergency supplies at each cabin.	GS-5/6 Wilderness Rangers	15	\$3,000	NFWM	2	A ÷
D. Administer the WGFD cabin on a special use	GS-10 Wilderness Manager	2	\$700	NFRM	2	10
permit.	GS-5 Resource Clerk	2	\$528	NFRM	2	10
E. Investigate options for replacing permanent radio repeaters as technology advances.	GS-10 Wilderness Manager GS-7 Radio Tech	2 10	\$700 \$2,200	NFWM NFWM	2 2	1 x 1 x
EDUCATION/LAW ENFORCEMENT A. Prepare an education plan for the Teton Wilderness.	GS-9 Interpretive Planner	10	\$2,640	NFWM	2	10

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
B. Develop and implement education and information programs targeting with OGs and private user groups such as Backcountry Horsemen.	GS-9 Interpretive Planner GS-6 Lead Wilderness Ranger	10 10	\$2,640 \$2,240	NFWM NFWM	2 2	A A
C. Work with WGFD to provide information about the Wilderness, low-impact techniques, etc. along with hunting liscenses and to reach people who stop at the fall hunting contact station outside of Dubois.	GS-10 Wilderness Manager GS-9 Interpretive Planner GS-6 Lead Wilderness Ranger	3 10 10	\$1,000 \$2,640 \$2,240	NEWM NEWM NEWM	2 2 2	3 3 A
D. Develop brief (5 minute) informative presentation for Trailhead Hosts, Trail Crew Leadersm etc. to help them get across the most important information.	GS-9 Interpretive Planner GS-6 Lead Wilderness Ranger	2 2	\$600 \$450	NEMW	1	A A
E. Increase personal contacts in the field and at trailheads.	one additional Trailhead Host		\$3,500 \$7,000	NERM NERM	2	A A
F. Hire field people who are good communicators.	GS-10 Wilderness Manager	4	\$1,400	NFWM	1	Α
G. Develop guidelines for Rangers and set clear priorities.	GS-10 Wilderness Manager GS-6 Lead Wilderness Ranger	2	\$700 \$450	NFWM NFWM	1	A
H. Use the Nine Mile Wilderness Ranger training and field guide.	GS-10 Wilderness Manager GS-6 Lead Wilderness Ranger	2 2	\$700 \$450	NFWM NFWM	1 1	A A
I Provide training and assistance for Wilderness Rangers to deal with increasingly complex law enforcement situations. Continue on the-ground law enforcement presence	GS-10 Wilderness Manager GS-9 LEO GS-5/6 Wilderness Rangers GS-9 LEO	5 10 50 120	\$1,750 \$3,000 \$8,500 \$36,000	NEWM NEWM NEWM, NETE NEWM, NETE	1 2 1 2	A A ; A A
J. Write no-trace and Wilderness ethics articles for Western Horsemen and other magazines targetting user groups.	GS-9 Interpretive Planner GS-6 Lead Wilderness Ranger	5 10	\$1,500 \$2,240	NFWM NFWM	2	A A
K. Hire someone to assist with education projects year-round (forest level).	GS-7 Interpretive Specialist Resort Naturalists (Vol.)	80 400	\$21,000 \$14,000	NFWM NFWM	3	A A
L. Monitor effectiveness of various educational techniques.	GS-7 Interpretive Specialist Volunteer	30	\$7,800 \$3,500	NFWM NFWM	2 2	A A

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
M. Make sure trailheads have necessary information, presented in an inviting and easy to read manner.	GS-9 Recreation Planner GS-5 Recreation Technician	10 25	\$3,000 \$4,000	NFRM NFRM	1	A A
SEARCH AND RESCUE A. Develop a search and rescue plan with Teton, Park and Fremont County Sheriff's Office.	GS-10 Wilderness Manager	10	\$3,500	NFWM	2	3
B. Inform visitor of the potential risks that they will face in the Wilderness.	GS-10 Wilderness Manager GS-5 Resource Clerk Trailhead Hosts	5 5	\$1,700 \$1,320 \$1,500	NFWM NFWM NFRM	2 1 1	A A A
C. Assist with search and rescues, and medivacs.	GS-5/6 Wilderness Rangers GS-5 District Clerk	5 5	\$850 \$1,320	NFWM NFWM	1	A A
ADMINISTRATION A. Develop out-year budgets and track current year budget; prepare annual work plans.	GS-10 Wild. Manager GS-6 Lead Wilderness Ranger	20	\$7,000 \$900	NFWM	1	A
B. Prepare annual Wilderness report to Congress, other accomplishment reports, answer FOIAs and other requests for information, seek public feedback, keep others informed about the Wilderness, etc.	GS-10 Wild. Manager	10	\$3,500	NI WM	1	۸
neep officis informed about the Whoemess, etc.	GS:5 District Clerk	5	\$1,320	NFWM	1	А
C. Develop project proposals and do NEPA analysis	GS-10 Wilderness Manager	5	\$1,750	NFWM, CNTR	1	А
D. Provide S.O. specialist input: soil, water, air, visuals, public affairs, wildlife, ecology, recreation, etc. into projects affecting Wilderness.	GS-11/12 Staff specialists	60	\$15,000	Misc. fund codes	1	A
E. Sponsor management reviews.	GS-10 Wilderness Manager	6	\$2,100	NFWM	1	А
F. Coordinate with Wapiti and Wind River Ranger Districts, Wyoming Game and Fish, the National Elk Refuge and Grand Teton and Yellowstone National Parks.	GS-10 Wilderness Manager GS-6 Lead Wilderness Ranger	6 6	\$2,100 \$1,300	NFWM NFWM	1	A A
G. Recruit, hire, train and supervise employees.	GS-10 Wilderness Manager GS-6 Lead Wilderness Ranger	15 10	\$5,250 \$2,000	NFWM NFWM	1	A A

MANAGEMENT ACTIONS	PERSONNEL	DAYS/YEAR	ESTIMATED COST	FUND CODE	PRIOR- ITY	PLANNING CYCLE
H. Amend Forest Plan to include recommendations from Wilderness planning process.	GS-13 Forest Planner	30	\$8,000	NFWM	1	1x
non whochiess planning process.	GS-10 Wilderness Manager	5	\$1,750	NFWM	1	1x
I. Complete Area Analysis for the west side enclaves/ Pacific Creek.	GS-10 Wilderness Manager	30	\$10,500	NFWM, NFRM	2	1x
J. Purchase and maintain supplies, tack and stock.	GS-10 Wilderness Manager GS-6 Lead Wilderness Ranger GS-5 Packer	10 2 100	\$3,500 \$400 \$20,000	NFWM NFWM NFWM, NFTR	1 1 1	A A A
K. Program oversight and assistance.	GS-12 District Ranger	130	\$30,000	NFGA	1	Α



Costs by Fund Code (in \$1000):

Fund Code	 Current 	2. Basic	3. Forest Plan	Total	Annual/1 time only
NFTE	016	055	095	166	A
NFWL	000	000	020	020	A
NFIF	000	021	033	054	Α
NFGA	030	005	005	040	A
NFNW	000	019	000	019	A
NFSO	005	003	005	013	A
NFSI	000	012	014	026	Α
FFFP	009	019	040	068	A
EFFS	006	?	?	006+	A
NFCR	000	023	126	149	3x
NFMG	002	001	000	003	A
LLLL	000	012	000	012	Α
Research	000	000	086	086	A
CNFC/CNR	N 000	000	625	625	1x
NFVM	001	077	026	104	A
NFRM	032	144	060	232	A
NFWM	075	376	146	597	A
NFTR	043	122	060	225	Α
CNTR	023	100	277	400	Α
TOTALS	242	469	767 + 625	Trailhead Co	onstruction

Current \$\$/acre = 0.41 Basic \$\$/acre = 1.21

Forest Plan \$\$/acre = 2.52 (plus trailhead construction money)



VII. REFERENCES

Cole, David N., Margaret E. Peterson, and Robert C. Lucas. 1987. *Managing Wilderness Recreation Use: Common Problems and Potential Solutions*. U.S.D.A. Forest Service, Intermountain Research Station, General Technical Report INT-230.

Doucette, Joseph E., and David N. Cole. 1993. Wilderness Visitor Education: Information about Alternative Techniques. U.S.D.A. Forest Service, Intermountain Research Station, General Technical Report INT-295.

Gruell, George E. 1980. Fire's influence on wildlife habitat on the Bridger-Teton National Forest, Wyoming. Volume 1 -- Photographic record and analysis. USDA For. Ser. Res. Pap. INT-235.

Gruell, George E. 1980. Fire's influence on wildlife habitat on the Bridger-Teton National Forest, Wyoming. Volume 2 -- Changes and causes, management implications. USDA For. Ser. Res. Pap. INT-252.

Gryson, M. 1989. *Teton Wilderness users*. Recreation Shortcourse project. Utah State University, Logan UT USDA For. Ser. Unpublished. (refer to file on Buffalo Ranger District).

Hendee, John C., George H. Stankey, and Robert C. Lucas. 1990. Wilderness Management. Golden, Colorado: North American Press, An Imprint of Fulcrum Publishing.

Kloepfer, Deanne, and Susan Marsh. 1992. *Keeping It Wild: A Citizen Guide to Wilderness Management*. Washington, D.C.: The Wilderness Society in cooperation with the USDA Forest Service.

Murie, Margaret and Olaus. 1985. Wapiti Wilderness. Colorado Associated University Press, Niwot, CO.

Norman, Andrew R. 1993. "Fire Management Plan, Teton Wilderness." Document of file, Bridger-Teton National Forest, Jackson, WY.

U.S.D.A. Forest Service. 1990. "Bridger-Teton National Forest Land and Resource Management Plan." Document on file, Bridger-Teton National Forest, Jackson, WY.

U.S.D.A. Forest Service. 1990. "Forest Service Manual, Title 2300 - Recreation, Wilderness, and Related Resource Management." On file, Bridger-Teton National Forest, Jackson, WY.

U.S.D.A. Forest Service, Recreation Staff. 1992. "Ideas for Limits of Acceptable Change Process, Book One." Edited by Linda Merigliano, Bridger Teton National Forest, Jackson, WY.

U.S.D.A. Forest Service, Recreation Staff. 1992. *Ideas for Limits of Acceptable Change Process, Book Two." Edited by Linda Merigliano, Bridger Teton National Forest, Jackson, WY.

U.S.D.A. Forest Service. 1990. *Ideas for Wilderness Implementation Schedules.* Recreation, Cultural Resources, and Wilderness Management Staff, Washington, D.C.

U.S. Government, Office of the Federal Register, National Archives and Records Administration. 1990. Code of Federal Regulations, 36 Part 200 to End.

Interagency Grizzly Bear Committee, 1986. "Interagency Grizzly Bear Guidelines". Document on file, Bridger-Teton National Forest, Jackson, WY.

USDA and USDI. 1992. "Greater Yellowstone Area Outfitter Policy". Document on file, Bridger-Teton National Forest, Jackson, WY.

Interagency Grizzly Bear Committee, 1986. "Interagency Grizzly Bear Guidelines". Document on file, Bridger-Teton National Forest, Jackson, WY.

USDA and USDI. 1992. "Greater Yellowstone Area Outfitter Policy". Document on file. Bridger-Teton National Forest, Jackson, WY.

Interagency Policy and Guidelines for Fish and Wildlife Management in National Forest and BLM Wilderness.

USDA Forest Service. 1992-93. Project file for Teton Wilderness Plan. On file, Buffalo Ranger District, Moran, WY 83013.

USDA Forest Service. 1993. Teton Wilderness Ranger Handbook. Buffalo District.





APPENDIX A

PUBLIC INVOLVEMENT

Initiation: On February 10. 1992. Citizen Action Guides were sent out to inform the public that Wilderness Action Plans were being developed. We asked people to let us know what issues they thought were most important and how they wanted to participate. The Citizen Action Guide was sent out to nearly 700 individuals and groups that might be interested in Wilderness management. At the same time, articles appeared in local and regional newspapers and in a few organizational group newsletters. Congressional aides in Wyoming were contacted. Over 200 responses were received.

WilderNite: On March 4th, an informational meeting was held in Jackson. It was co-sponsored by the Jackson Hole Alliance for Responsible Planning. Over 100 people attended to learn more about Wilderness on the Bridger-Teton National Forest, Wilderness management issues and the process which would be used to develop the Action Plans.

Citizen Task Force formed: The Citizen Action Guide revealed that there was considerable interest in forming citizen task forces. On April 28, 1992 people who were interested in serving on a task force were invited to a meeting to learn more about the planning process, the role of the task force, and characteristics of an effective task force member. A proposal was presented for the composition of a 12-15 member citizen group which would be balanced and represent diverse interests in Wilderness management. Interest categories were: general recreationist (horse and hiker), outfitter (horse and non-horse), overall Wilderness interest not affiliated with organizational group, Wilderness advocacy group, wildlife/vegetation interest, fisheries interest, cultural resources, and educational/scientific interest. On April 28th, citizens met to decide among themselves who would represent the various interests. On May 12th, the composition of the citizen task force was completed and alternates were chosen. At this meeting, citizens also had the opportunity to pose questions about the process to Forest Supervisor Brian Stout and District Ranger Bill Bass. On May 12th, each citizen was given a notebook with key information about the Wilderness Act, sideboards for Wilderness management, and Bridger-Teton Forest Plan direction for Wilderness.

Questions and Concerns Identified: Three meetings were held in late May and June 1992 with the citizen task force to identify specific questions and concerns to address through the planning process. Common goals and priority issues were also identified and a plan for inventorying conditions during the 1992 field season was developed. A progress report was sent-to everyone on the mailing list asking for input on concerns and common goals.

Summer Visitor Input Sought: Visitor comment cards were developed to seek input from summer visitors. The comment cards were available at trailneads and at the Blackrock Ranger Station. Visitors were asked to evaluate their trip and suggest ideas for improving conditions. They were also asked if they would like to participate further in the planning process. 14 cards were returned.

Field Trip Held: In July, the task force participated in a field trip to discuss conditions on-the-ground. Outfitters on the task force sponsored the three day trip into the Wilderness. Members hiked or rode horseback, and gear was packed on backs, llamas, horses and mules. Campsite conditions, the 1988 fires, user-created trails, and food storage facilities were some of the topics discussed.

Concerns Addressed: From September 1992 through June 1993, the citizen task force met every three weeks to discuss a particular topic. Throughout the winter, progress reports were sent out every 2 months to everyone on the mailing list to report recommendations developed to date.

November 10 - Fire

December 15 - Vegetation, Noxious Weeds

January 5 - Grazing

January 26 - Grazing; Recreation Experience, Trails, & Campsites in 6D areas

February 16 - Recreation Experience, Trails and Campsites in 6D and 6C areas

March 9 - Recreation Experience, Campsites and Trails in 6C and 6B areas

March 23 - Recreation Experience, Campsites and Trails in 6A areas

April 8 - Campsite Conditions, 6A Recreation, and Remapping DFCs

April 20 - Fisheries and Wildlife

May 11 - Cultural Resources, Education and Law Enforcement

May 26 - Outfitting



APPENDIX B

CITIZEN TASK FORCE AND FOREST SERVICE SPECIALISTS

THE TETON CITIZEN TASK FORCE

The Task Force is a group of citizens with diverse interests in Wilderness management. They were chartered with working together to develop recommendations for management of the Teton Wilderness. They were asked to learn from each other and explore issues in-depth to develop recommendations that everyone could live with. This group gave Forest Service managers much greater understanding of citizen perspectives and insight into the issues. Members of the task force were:

Scott Berkenfield

Jiggs Black

Katie Duele

Walt Farmer

Jeanne Klobnak

Robert Johnson

Don Sherrel

Bob Skinner

Sue Triaa

Harold Turner

Ernie Wampler

Ray White

Mike Waters

Larry Kummer

Bill Long and Peter Thiele (WGFD)

Jerry Nybakken

Other citizens who participated as alternates or attended a few meetings were:

Mike Barton

Willy Gunningham

Dave Hanna

Chad Henderson

John Henry Lee

Mark Marshall

Matt Montagne

Garvice Roby

Al Sammons

Bill Schneider

Rita Verley

FOREST SERVICE SPECIALISTS

Staff specialists who contributed to the development of the Teton Wilderness Action Plan were:

Kathy Hardy - project leader

Dennis Smith - Teton Wilderness manager

Linda Merigliano - wilderness planner

Bill Bass - district ranger

Carol Eckert - resource officer (range, wildlife, watershed specialist)

Dale Gomez - wildlife biologist, fisheries specialist

Andy Norman - wilderness fire specialist

Cynthia Wolf - lead wilderness ranger

Rebecca Talbott - interpretation and education specialist

Jeff Benkosky, Marvella Phelps, Ray Wilson, Shari Kearney, Vince Constantine - wilderness rangers

Julie Hagen, Shari Kearney - campsite and range condition inventory

Gil Hawxhurst - mapping, data compilation

Scott Fitzwilliams - public involvement specialist, facilitator

John Kuzloski - facilitator

Randy Wilkerson - facilitator

Jamie Schoen - cultural resource specialist

Susan Marsh - wilderness/recreation/cultural resource program staff

Bill Noblitt - wildlife biologist

Mark Novak - fisheries biologist

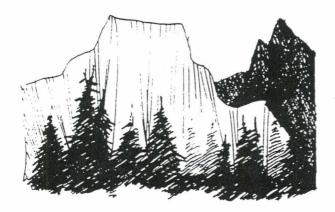
Rick Anderson - forest planner

Tianchi Wang - data compilation

Claudine Merrill - mailroom assistance

Ken Davis - administrative structures historical review

There are many others who helped in some way throughout this process. Their support is greatly appreciated.



APPENDIX C

THE WILDERNESS ACT

Public Law 88-577 88th Congress, S. 4 September 3, 1964

AN ACT

To establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes.

Be a enacted by the Senate and House of Representatives of the United States of America in Congress assembled.

SHORT TITLE

SECTION 1. This Act may be cited as the "Wilderness Act".

WILDERNESS SYSTEM ESTABLISHED STATEMENT OF POLICY

Sec. 2. (a) In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as "wilderness areas", and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness; and no Federal lands shall be designated as "wilderness areas" except as provided for in this Act or by a subsequent Act.

b) The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress. No appropriation shall be available for the payment of expenses or salaries for the administration of the National Wilderness Preservation System as a separate unit nor shall any appropriations be available for additional personnel stated as being required solely for the purpose of managing or administering areas solely because they are included within the National Wilderness Preservation System.

DEFINITION OF WILDERNESS

(c) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

NATIONAL WILDERNESS PRESERVATION SYSTEM—EXTENT OF SYSTEM

Sec. 3. (a) All areas within the national forests classified at least 30 days before the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness", "wild", or "canoe" are nereby designated as wilderness areas. The Secretary of Agriculture shall—

Wiklerness Act

78 STAT 800

- (1) Within one year after the effective date of this Act, file a map and legal description of each wilderness area with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such descriptions shall have the same force and effect as if included in this Act: *Provided. however*, That correction of clerical and typographical errors in such legal descriptions and maps may be made.
- (2) Maintain, available to the public, records pertaining to said wilderness areas, including maps and legal descriptions, copies of regulations governing them, copies of public notices of, and reports submitted to Congress regarding pending additions, eliminations, or modifications. Maps, legal descriptions, and regulations pertaining to wilderness areas within their respective jurisdictions also shall be available to the public in the offices of regional foresters, national forest supervisors, and forest rangers.
- (b) The Secretary of Agriculture shall, within ten years after the enactment of this Act, review, as to its suitability or nonsuitability for preservation as wilderness, each area in the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as "primitive" and report his findings to the President. The President shall advise the United States Senate and House of Representatives of his recommendations with respect to the designation as "wilderness" or other reclassification of each area on which review has been completed, together with maps and a definition of boundaries. Such advice shall be given with respect to not less than one-third of all the areas now classified as "primitive" within three years after the enactment of this Act, not less than two-thirds within seven years after the enactment of this Act, and the remaining areas within ten years after the enactment of this Act. Each recommendation of the President for designation as "wilderness" shall become effective only if so provided by an Act of Congress. Areas classified as "primitive" on the effective date of this Act shall continue to be administered under the rules and regulations affecting such areas on the effective date of this Act until Congress has determined otherwise. Any such area may be increased in size by the President at the time he submits his recommendations to the Congress by not more than five thousand acres with no more than one thousand two hundred and eighty acres of such increase in any one compact unit; if it is proposed to increase the size of any such area by more than five thousand acres or by more than one thousand two hundred and eighty acres in any one compact unit the increase in size shall not become effective until acted upon by Congress. Nothing herein contained shall limit the President in proposing, as part of his recommendations to Congress, the alteration of existing boundaries of primitive areas or recommending the addition of any contiguous area of national forest lands predominantly of wilderness value. Notwithstanding any other provisions of this Act, the Secretary of Agriculture may complete his review and delete such area as may be necessary, but not to exceed seven thousand acres, from the southern tip of the Gore Range-Eagles Nest Primitive Area, Colorado, if the Secretary determines that such action is in the public interest.
- (c) Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system and every such area of, and every roadless island within, the national wildlife refuges and game ranges, under his jurisdiction on the effective date of this Act and shall report to the President his recommendation as to the suitability or nonsuitability of each such area or island for preservation as wilderness. The President shall advise the President of the Senate and the Speaker of the House of Representatives of his recommendation with respect to the designation as wilderness of each such area or island on which review has been completed, together with a map thereof and a definition of its boundaries. Such advice shall be given with respect to not less than one-third of the areas and islands to be reviewed under this subsection within three years after enactment of this Act, not less than two-thirds within seven years of enactment of this Act, and the remainder within ten years of enactment of this Act. A recommendation of the President for designation as wilderness shall become effective only if so provided by an Act of Congress. Nothing contained herein shall, by implication or otherwise, be construed to lessen the present statutory authority of the Secretary of the Interior with respect to the maintenance of roadless areas within units of the national park system.
- (d)(1) The Secretary of Agriculture and the Secretary of the Interior shall prior to submitting any recommendations to the President with respect to the suitability of any area for preservation as wilderness—
 - (A) give such public notice of the proposed action as they deem appropriate, including publication in the Federal Register and in a newspaper having general circulation in the area or areas in the vicinity of the affected land;
 - (B) hold a public hearing or hearings at a location or locations convenient to the area affected. The hearings shall be announced through such means as the respective Secretaries involved deem appropriate, including notices in the Federal Register and in newspapers of general circulation in the

Cassification.

Presidential recommendation to Congress.

Congressional approval

TE STAT. 891

Report to President

Presidential recommendation to Congress.

Congressional approval

Sutability

Publication in Federal Register

Hearings

Publication in Federal Register 108 TAT #10

Princes modification

16 USL 475 16 USL 528-531

16 L'SC :-- 5-B

16 USC 576-57h 16 USC 57d-L 57g-2 57h

30 Stat 535. 16 USC 1 at rea

4) State 1,005 49 State 558

78 STAT 893 78 STAT 894 area: Printided. That if the lands involved are located in more than one State, at least one hearing shall be neid in each State in which a portion of the land lies:

- C at least thirty days before the date of a hearing advise the Governor of each State and the governing board of each county, or in Alassa the borough, in which the lands are located, and Federal departments and agencies concerned, and invite such officials and Federal agencies to submit their views on the proposed action at the hearing or by no later than thirty days following the date of the hearing.
- 12. Any views submitted to the appropriate Secretary under the provisions of (1) of this subsection with respect to any area shall be included with any recommendations to the President and to Congress with respect to such area.
- (e) Any modification or adjustment of boundaries of any widerness area shall be recommended by the appropriate Secretary after public notice of such proposal and public hearing or hearing as provided in subsection (d) of this section. The proposed modification or adjustment shall then be recommended with map and description thereof to the President. The President shall advise the United States Senate and the House of Representatives of his recommendations with respect to such modification or adjustment and such recommendations shall become effective only in the same manner as provided for in subsections (b) and c of this section.

USE OF WILDERNESS AREAS

- Sec = a) The purposes of this Act are hereby seciared to be within and supplemental to the purposes for which national forests and units of the national park and national wildlife refuge systems are established and administered and—
 - O Nothing in this Act shall be deemed to be in interference with the purpose for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 11), and the Multiple-Use Sustained-Yield Act of June 12, 1960 (74 Stat. 215).
 - 2) Nothing in this Act shall modify the restrictions and provisions of the Shipstead-Nolan Act Public Law 539, Seventy-first Congress, July 10, 1930; 46 Stat. 1020), the Thye-Blatnik Act (Public Law 733, Eightieth Congress, June 22, 1948; 62 Stat. 568), and the Humphrey-Thye-Blatnik-Andersen Act (Public Law 607, Eighty-fourth Congress, June 22, 1956; 70 Stat. 326°, as applying to the Superior National Forest or the regulations of the Secretary of Agriculture.
 - 5) Nothing in this Act shall modify the statutory authority under which units of the national park system are created. Further, the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including, but not limited to, the Act of June 8, 1906 (34 Stat. 225; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796(2)); and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).
- (b) Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, science, scientific, educational, conservation, and historical use.

PROHIBITION OF CERTAIN USES

(c) Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act, including measures required in emergences involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area.

SPECIAL PROVISIONS

- (d) The following special provisions are hereev made:
- (1) Within wilderness areas designated by this Act the use of aircraft or motorboats, where these uses have aiready become established, may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable. In addition, such measures may be taken as may be necessary in the control of fire, insects and diseases, subject to such conditions as the Secretary deems desirable.

- (2) Nothing in this Act shall prevent within national forest widerness areas any activity, including prospecting, for the purpose of gathering information about mineral or other resources, if such activity is carried on in a manner compatible with the preservation of the wilderness environment. Furthermore, in accordance with such program as the Secretary of the Interior shall develop and conduct in consultation with the Secretary of Agriculture, such areas shall be surveyed on a planned, recurring basis consistent with the concept of wilderness preservation by the Geological Survey and the Bureau of Mines to determine the mineral values, if any, that may be present; and the results of such surveys shall be made available to the public and submitted to the President and Congress.
- (3) Norwithstanding any other provisions of this Act, until midnight December 31, 1983, the United States mining laws and all laws pertaining to mineral leasing shall, to the same extent as applicable prior to the effective date of this Act, extend to those national forest lands designated by this Act as "wilderness areas"; subject, however, to such reasonable regulations governing incress and egress as may be prescribed by the Secretary of Agriculture consistent with the use of the land for mineral location and development and exploration, drilling, and production, and use of land for transmission lines, waterlines, telephone lines, or facilities necessary in exploring, drilling, producing, mining, and processing operations, including where essential the use of mechanized ground or air equipment and restoration as near as practicable of the surface of the land disturbed in performing prospecting, location, and, in oil and gas leasing, discovery work. exploration, drilling, and production, as soon as they have served their purpose. Mining locations lying within the boundaries of said wilderness areas shall be held and used solely for mining or processing operations and uses reasonably incident thereto; and hereafter, subject to valid existing rights, all patents issued under the mining laws of the United States affecting national forest lands designated by this Act as wilderness areas shall convey title to the mineral deposits within the claim, together with the right to cut and use so much of the mature timber therefrom as may be needed in the extraction, removal, and beneficiation of the mineral deposits, if needed timber is not otherwise reasonably available, and if the timber is cut under sound principles of forest management as defined by the national forest rules and regulations, but each such patent shall reserve to the United States all title in or to the surface of the lands and products thereof, and no use of the surface of the claim or the resources therefrom not reasonably required for carrying on mining or prospecting shall be allowed except as otherwise expressly provided in this Act: Provided. That, unless hereafter specifically authorized, no patent within wilderness areas designated by this Act shall issue after December 31, 1983, except for the valid claims existing on or before December 31, 1983. Mining claims located after the effective date of this Act within the boundaries of wilderness areas designated by this Act shall create no rights in excess of those rights which may be patented under the provisions of this subsection. Mineral leases, permits, and licenses covering lands within national forest wilderness areas designated by this Act shall contain such reasonable stipulations as may be prescribed by the Secretary of Agriculture for the protection of the wilderness character of the land consistent with the use of the land for the purposes for which they are leased, permitted, or licensed. Subject to valid rights then existing, effective January 1, 1984, the minerals in lands designated by this Act as wilderness areas are withdrawn from all forms of appropriation under the mining laws and from disposition under all laws pertaining to mineral leasing and all amendments thereto.
- (4) Within wilderness areas in the national forests designated by the Act. (1) the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting for water resources, the establishment and maintenance of reservoirs, water-conservation works, power projects, transmission lines, and other facilities needed in the public interest, including the road construction and maintenance essential to development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial; and (2) the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture.
- (5) Other provisions of this Act to the contrary norwithstanding, the management of the Boundary Waters Canoe Area, formery designated as the Superior. Little Indian Sioux, and Caribou Roadless Areas, in the Superior National Forest, Minnesota, shall be in accordance with regulations established by the Secretary of Agriculture in accordance with the general purpose of maintaining, without unnecessary restrictions on other uses, including that of timber, the primitive character of the area, particularly in the vicinity of lakes, streams, and portages: Provided, That nothing in the Act shall preclude the continuance within the area of any already established use of motorboats.
- (6) Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas.

Mineral leases, cuims, etc.

78 STAT 894 78 STAT, 895

Water resources

TS STAT ST TS STAT ST

Transfers, restation

TS STAT. S.

Acousition

- Nothing in this Act shall constitute an express or impued claim or denial on the part of the Federal Government is to exemption from State water Liws
- 8) Nothing in this Act shall be construed as affecting the jurisdiction of responsibilities of the several States with respect to wildlife and fish in the national cirests.

STATE AND PRIVATE LANDS WITHIN WILDERNESS AREAS

SEC. 5. (a) In any case where State-owned or privately awned land is completely surrounded by national forest lands within areas designated by this Act as wilderness, such State or private owner shall be given such rights as may be necessary to assure adequate access to such State-owned or privately owned land by such State or private owner and their successors in interest or the State-owned land or privately owned land shall be exchanged for federally owned land in the same State of approximately equal value under authorities available to the Secretary of Agriculture: Provided, however. That the United States shall not transfer to a State or private owner any mineral interests unless the State or private owner relinquishes or causes to be reunquished to the United States the mineral interest in the surrounded land.

- (b) In any case where valid mining claims or other valid occupancies are wholly within a designated national forest wilderness area, the Secretary of Agriculture shall by reasonable regulations consistent with the preservation of the area as wilderness, permit incress and egress to such surrounded areas by means which have been or are being customarily enjoyed with respect to other such areas similarly situated.
- (c) Subject to the appropriation of funds by Congress, the Secretary of Agriculture is authorized to acquire privately owned and within the perimeter of any area designated by this Act as wilderness if (1) the owner concurs in such acquisition or (2) the acquisition is specifically authorized by Congress.

GIFTS, BEQUESTS, AND CONTRIBUTIONS

- SEC. 6. (a) The Secretary of Agriculture may accept gifts or bequests of land within wilderness areas designated by this Act for preservation as wilderness. The Secretary of Agriculture may also accept gifts or bequests of land adjacent to wilderness areas designated by this Act for preservation as wilderness if he has given sixty days advance notice thereof to the President of the Senate and the Speaker of the House of Representatives. Land accepted by the Secretary of Agriculture under this section shall become part of the wilderness area involved. Regulations with regard to any such land may be in accordance with such agreements, consistent with the policy of this Act, as are made at the time of such gift, or such conditions, consistent with such policy, as may be included in, and accepted with, such bequest.
- (b) The Secretary of Agriculture or the Secretary of the Interior is authorized to accept private contributions and gifts to be used to further the purposes of this Act.

ANNUAL REPORTS

SEC. 7. At the opening of each session of Congress, the Secretaries of Agriculture and Interior snall jointly report to the President for transmission to Congress on the status of the wilderness system, including a list and descriptions of the areas in the system, regulations in effect, and other pertinent information, together with any recommendations they may care to make.

Approved September 3, 1964.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 1538 accompanying H. R. 9070 Comm. on Interior & Insular Affairs, and No. 1829 Comm. of Conference

SENATE REPORT No. 109 (Comm. on Interior & Insular Affairs CONGRESSIONAL RECORD.

Vol. 109 (1963):

Apr. 4, 8, considered in Senate.

Apr. 9. considered and passed Senate.

Vol. 11. 1904):

July 28. considered in House.

July 50, considered and passed House, amended, in lieu of H. R. 9070

Aug. 20. House and Senate agreed to conference report.

APPENDIX D

RECOMMENDED ZONE BOUNDARY CHANGES AND MAP

One of the products from the citizen task force was a map of recommended adjustments to the zone boundaries to better meet desired conditions. Please note that changes in zone boundaries along with changes in standards and guidelines require a Forest Plan amendment using NEPA analysis. Thus, these recommendations will require further public involvement and analysis before the changes are made. Citizen comments already submitted on these proposed changes will be incorporated into the analysis.

Recommended Change from 6A to 6B

- 1. Designate Holmes Cave area 6B instead of 6A to allow continued maintenance of the trail, and existence of several campsites in that area.
- 2. Extend 6B corridor along Howell Creek northeast to encompass the entire system trail.
- 3. Designate the Wolverine Creek and Wolverine/Coulter Cutoff system trails 6B corridors.
- 4. Designate a small 6B area along the southern part of Arizona Creek.

Recommended Change from 6B to 6C

- 5. Designate a 6C corridor from Bear Cub Pass north to Trail Creek due to the number of campsites and amount of use this trail receives.
- 6. Extend 6C corridor up the Soda Fork past Big Springs and south through Nowlin Meadows to the South Fork corridor, because of the amount of use this area receives.
- 7. Designate a 6C corridor along the Box Creek trail to Enos Lake. The trail has been cleared of trees from the 1987 tornado, and the trailhead reconstructed to take some of the pressure off of Turpin trailhead.
- 8. Extend 6C corridor up the North Fork past the big meadow campsites.

Recommended Change from 6B to 6A

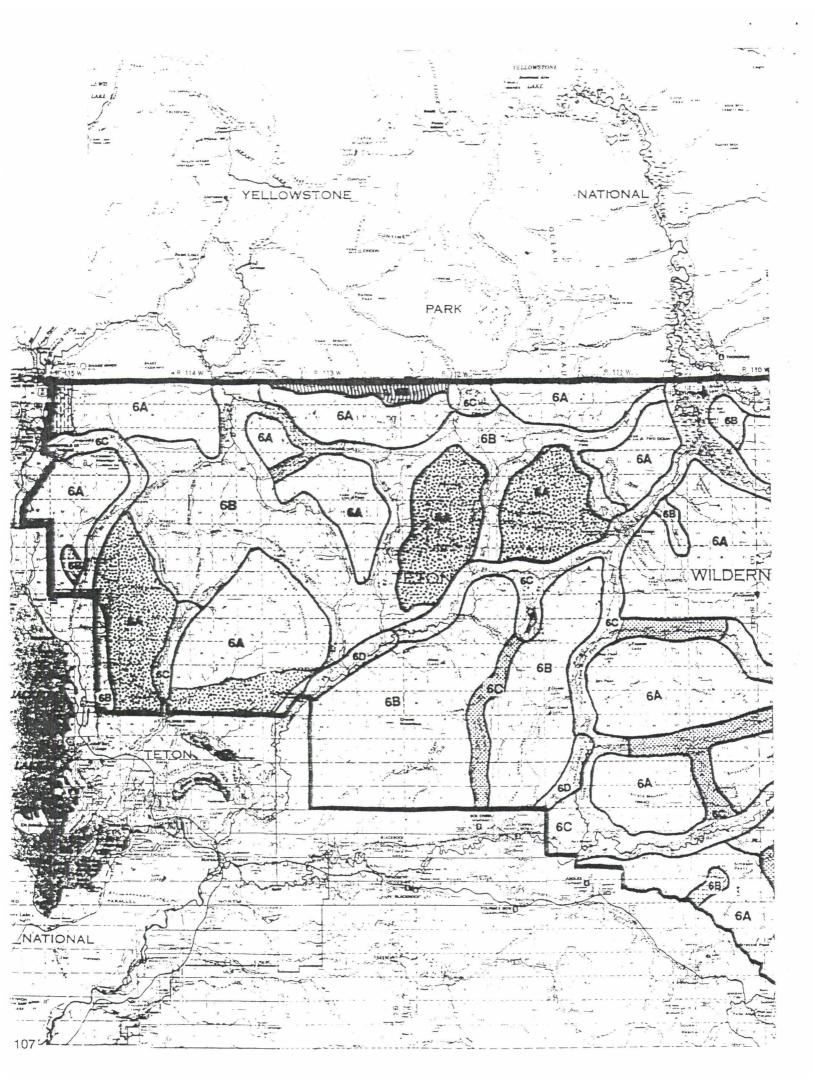
- 9. Designate a 6A area around the headwaters of Ermine Creek.
- 10 Designate a 6A area around Gravel Peak, except for a 6B corridor to the radio repeater.
- 11 Delete 6B designation for Lewis Lake and 2 other nearby lakes. Believed to be a mapping error.
- 12 -Designate a 6A area from Browns Meadow south to the Wilderness boundary.
- 13 Extend the 6A area containing the East Fork of Pilgrim Creek to the southern Wilderness boundary.

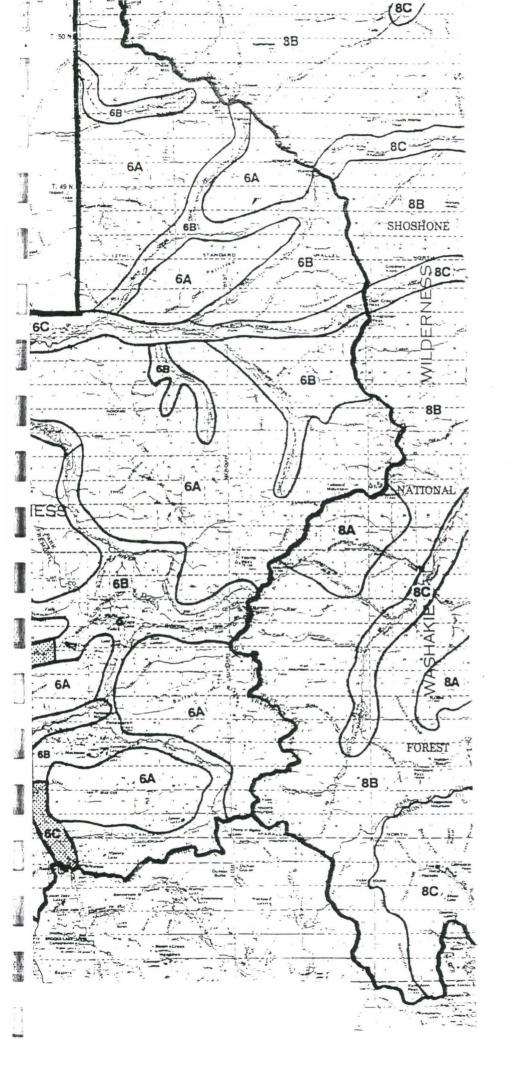
Recommended Change from 6C to 6B

14 Designate a 6B area along the boundary trail.

Recommended Change from 6C to 6A

15 Designate a 6A area north of Huckleberry Ridge, along the Yellowstone NP boundary.





TETON WILDERNESS

6A = A pristine setting where little to no evidence of human use or presence exists.

6B = A natural setting where some evidence of human use or presence exists.

An essentially natural setting where evidence of human use or presence exists, particularly in concentrated use areas such as campsites.

6D = An essentially natural setting where evidence of human use exists and encounters with other groups may be frequent.

RECOMMENDED ZONE CHANGES

= From 6A to 6B

= From 6B to 6C

= From 6B to 6A

= From 6C to 6B

= From 6C to 6A

APPENDIX E

Bridger-Teton Forest Plan Goals and Objectives

Implementation of the direction contained in this document will contribute to meeting the following Forest-wide Forest Plan Goals and Objectives :

Goal:	Communities continue or gain greater prosperity.			
1.1e 1.1g	Provide undisturbed areas for use by outfitter and guide clients. Help re-establish historic elk migration routes to provide increased viewing and hunting opportunities for outfitters and clients.			
1.1h	Provide forage for about 260,000 Animal Unit Months of livestock grazing annually (Forest-wide).			
Goal:	Water quantity and quality are retained or improved for local users.			
1.3a	Protect potable water supplies and ensure that management activities do not cause a deterioration in water-flow timing, quality, or quantity.			
1.3b	Meet or exceed current State water quality standards and National Forest Service water quality goals.			
Goal:	Adequate habitat for fish, wildlife, and edible vegetation is preserved for human food needs.			
2.1a	Provide suitable and adequate habitat to support the game and fish populations established by the			
2.1b	Wyoming Game and Fish Dept, as agreed to by the Forest Service. Provide opportunities for people to collect edible forest products such as mushrooms and berries.			
Goal:	High-quality dispersed recreation opportunities exist to serve Bridger-Teton National Forest visitors.			
2.3a	Retain and improve dispersed recreation opportunities.			
Goal:	A safe trail system provides access to a range of recreation opportunities and settings.			
2.5d	Retain and improve trails for foot and recreation stock travel (horses, mules, llamas, goats and other pack animals).			
Goal:	Cultural resource information is available and displayed for the public.			
2.8a	Study and interpret historic and prehistoric cultural resources for the public.			
Goal:	Grizzly bear recovery is achieved.			
3.1a	Provide suitable and adequate amounts of habitat for recovery of viable grizzly bear population in the Greater Yellowstone Area as identified in the Grizzly Bear Recovery Plan.			
3.1b	Prevent needless encounters between grizzly bears and people, and prevent grizzly bears from gaining access to such attractants as food and garbage.			

Goal: Recovery is achieved for Endangered species. 3.2a Cooperate with the Wyoming Game and Fish Dept. and the US Fish and Wildlife Service to establish the gray wolf in the Greater Yellowstone Area if the decision to do so is made. Goal: Sensitive species are prevented from becoming a federally listed Threatened species in Wyoming. 3.3a Protect National Forest Intermountain Region Sensitive plant and animal species and provide suitable and adequate amounts of habitat to ensure that activities do not cause: (1) long-term or further decline in population numbers or habitats supporting these populations; and, (2) trends towards federal listing. Goal: A natural or slightly modified appearance for trails and concentrated dispersed recreation areas is achieved and areas are capable of sustaining human use without unacceptable resource loss or jeopardy to human health and safety. 4.5a Close, reconstruct or relocate trails. Close, rehabilitate or relocate concentrated dispersed campsites or make developed improvements 4.5b to protect basic resources. Goal: The wilderness character of Congressionally designated Wildernesses is retained or regained. 4.6a Retain and where necessary, restore high quality wilderness environments. 4.6b Prevent human overcrowding in Wildernesses that leads to a loss of wilderness values, providing alternate recreation locations when a wilderness setting is not key to a visitor's experience. Goal: Grazing use of the National Forest sustains or improves overall range, soils, water, wildlife, and recreation values or experiences. 4.7a Retain or improve forage and overall range condition. Retain or enhance riparian vegetation, stream-channel stability, sensitive soils, and water quality 4.7b where livestock are present. 4.7c Coordinate the management of livestock with recreation use. Require that suitable and adequate amounts of forage and cover are retained for wildlife and fish. 4.7d Goal: Livestock operations are not disrupted needlessly. 4.8b Help control the spread of noxious weeds. Goal: Cultural resource values are preserved. 4.9a Find and protect cultural resources so that their scientific, historic, and social values are retained.

Natural features and landmarks are preserved and retain their settings.

Find and protect natural features and landmarks so that their conditions and settings are retained.

Goal:

4.10a

APPENDIX F

CAMPSITE AND MEADOW CONDITION FORMS

FRISSELL CONDITIO	N CLASS SYST	EM - FIELD INVI	ENTORY FORM	CAMPSITE #QUAD
WATERSHED COMMUNITY TYPE CA PHOTOS TAKEN:	MPSITE	PHOTO#	DATE	
AFTER LOCATING CA				NUMBER, ASSIGN EACH
CLASS 1 Ground v			t permanently ing y a simple rock f	
CLASS 2 Ground v	regetation wo	rn away around	fireplace or cer	nter of activity
	regetation lo in all but a		the site, but hum	mus and litter still
CLASS 4 Bare min	neral soil wi	despread. Tre	e roots exposed o	on the surface.
Class 5 Soil ero	sion obvious	. Trees reduc	ed in vigor or de	ead.
IF 4 OR 5 DO QUIC	CK SKETCH AND	INDICATE THE	FOLLOWING:	
TOTAL AREA OF CAMBARREN CORE AREA SOCIAL TRAILS MUTILATIONS HITCHING AREAS				Q FT SQ FT
CAMPSITE DEVELOPM improvements (ALI			indicate materia	al used to construct
# IMPROVEMEN	T	MATERIAL		
			. *	

FOOD STORAGE POLE

NEED YES NO EXISTING INADEQUATE EXISTING GOOD
CAPABILITY YES NO

RECOMMENDATION HIGH MOD LOW

COMMENTS:

RANGE	CON	DITION	AND	TREND F	TIELD INV	ENTORY F	CRM		CAMPSI	TE #	
	ITY	TYPE KEN:	MEAD(DW	PHOTO	#	DATE		OBS		
LEVEL	I R	ATING	- Ra	te the f	irst 100	ft of m	neadow	-01.7			
CLASS					on veget d meadow		itside ca	mpsite	area.	No beat	en out
Class					nate veg				presen	t. Smal	L1 <50
CLASS		compos	itio	n evider	ization nt. Pedi sq ft bar	stoling	may be p	resent	>25% 0	f plants	
CLASS					grasses p s. Bare						
CLASS		Signif meadow		t bare a	areas or	areas wi	th annua	l weeds	(>200	sq ft)	in
LEVEL	II	RATING	- SI	ketch me	eadow if	Class 4	or 5 wit	h follo	wing c	ondition	n class
Condit Condit Condit	ion ion ion	Class Class Class Class	3 (Increase Change i Annual g	ole impacers predo in Specie grasses a impacted	minate v s compos nd forbs	vegetatio sition ev s predomi	n, some vident > .nate, >	25% and 50% and	nuals/ba	are soil
PERMAN	ENT	TRANS	ECTS	- DONE	ON OUTFI	TTER CAN	MPS	· ·			
TRANSE PT 1 2 3 4 5		1 COM		READING			TRANSECT PT C 1 2 2 3 4 5	COND.CLA	SS DI	EADING - STANCE - A \$-1	PHOTO Skyline
TRANSE PT 1 2 3 4 5		2 COM		READING DISTANCE O CH			TRANSECT PT 0	COND.CLA	ASS DI	EADING STANCE • 61	PHOTO Skyline

COMMENTS:

APPENDIX G

ADMINISTRATIVE SITE HISTORY

INTRODUCTION

In 1989 the Government Accounting Office issued a report entitled "Wilderness Preservation: Problems in Some National Forest Should Be Addressed". This report pointed out several areas that need improvement within the National Wilderness Preservation System. One of these areas was the proper use of administrative sites within the Wilderness. The GAO report recommended that the FS "evaluate present Forest Service administrative sites to determine whether the structures are the minimum needed to protect the resource, the safety of users, and whether they set a proper example for other visitors."

In response to that recommendation, the Bridger-Teton National Forest began a detailed inventory of the administrative structures located within the Bridger, the Gros Ventre and the Teton Wildernesses. An attempt was made to determine the current condition and to decide the desired future condition that best manages these properties within the guidelines of the Wilderness Act of 1964.

The Heritage Program reviewed the administrative structures within the three Wilderness areas on the Bridger-Teton National Forest during the summer and fall of 1993. The aim of this project was to document and evaluate the historic significance of the structures based on National Register Criteria. This was done in order to properly advise the Wilderness managers and to ensure that the Wilderness planning process was conducted in accordance with Section 106 of the National Historic Preservation Act of 1966.

METHODOLOGY

The Heritage Program began this review in the summer of 1993 with an on site inventory and documentation of all the administrative structures currently being used by the Forest Service within the three Wilderness areas on the Forest. During this review it was determined that no administrative structures were present within the Gros Ventre Wilderness, therefore all efforts were concentrated on the Teton and Bridger Wilderness areas (see map 1).

During the fall of 1993 a historic records search was conducted using historic files and maps stored at the Bridger-Teton National Forest in Jackson Wyoming. In addition, oral interviews were conducted of people who had knowledge of these structures and their uses. It was found during this research that a number of patrol cabins were indicated on older maps, or cursory mention was made of different patrol cabin locations. Sometimes conflicting information was found in these records or with the oral interviews. The exact location of these older patrol cabins, or the physical integrity of these remains, was not documented during the field review.

In addition to the sources mentioned above, information contained within the National Register Bulletin 15: (How to Apply the National Register Criteria for Evaluation), Bulletin 16A (How to Complete the National Register Registration Form), and the Wyoming Comprehensive Historic Preservation Plan was also used in the preparation of this report and site forms.

HISTORIC CONTEXT

This report will outline the administrative structures found within the Teton Wilderness of the Bridger-Teton National Forest. As such, the study is limited to the northwest portion of Wyoming on National Forest System Land administered by the Intermountain Region (R-4) of the Forest Service. This area falls within Teton and

Park County, Wyoming. The overall theme addressed in this report is that of federal government, and specifically the federal government's role in wilderness management. This historic theme spans the time from the Expansion Period (1890) through the Modern Period (1957). In order to better understand the role of the Forest Service in the management of public lands in northwest Wyoming, it is important to review the creation and ultimate growth of this institution.

Creation of the National Forest

On March 30, 1891, President Benjamin Harrison set aside the Yellowstone Park Timber Land Reserve, thereby creating the National Forest System. This president ial proclamation followed a decade of debate over the fate of America's forested areas. Many scientists of the late 1800's saw the creation of this forested reserve as an important step in stemming the advancing tide of timber harvest, overgrazing, mining and watershed destruction. The creation of this land reserve marked the beginning of the conservation effort in America and exemplified the need for effective land management. Over the next fifteen years four presidents would place more than 94 million acres of federal lands in the West into forest reserves (Steen 1992).

The original Yellowstone Park Timber Land Reserve encompassed approximately 1,239,040 acres and bordered Yellowstone National Park on its south and east boundaries. Portions of the Yellowstone Park Timber Land Reserve now lie within the boundaries of the Teton Wilderness of the Bridger-Teton National Forest (see map 2).

On February 22, 1897, President Cleveland, by executive order, created the Teton Forest Reserve from 829,440 acres of public domain land. This area, which lies south of the original Yellowstone Park Timber Land Reserve, is now part of the Grand Teton National Park and the Buffalo Ranger District of the Bridger-Teton National Forest.

The creation of additional Forest Reserves picked up pace after the turn of the century. In May of 1902, President Theodore Roosevelt added an additional 5 million acres to the Forest Reserve system in northwest Wyoming and southwest Montana. The newly created Yellowstone Forest Reserve was divided into four divisions; the Absaroka Division to the north of Yellowstone National Park, the Shoshone Division to the east of Yellowstone National Park, the Teton Division which extended south of Yellowstone almost to Kemmerer, and the Wind River Division which encompassed much of the Wind River Mountains (see map 3).

In 1905 President Roosevelt transferred the Forest Reserve System from General Land Office to the Department of Agriculture, and in 1907 the name Forest Reserve was changed to National Forest (Steen: 246). In 1908 President Roosevelt abolished the Yellowstone National Forest with its separate divisions and created the Teton, Wyoming (now Bridger), Absaroka and Beartooth (now Custer), Shoshone, Bonneville (now Caribou), and Targhee National Forests (Allan 1973). The Wyoming National Forest was renamed the Bridger National Forest in 1941. In 1973 the Bridger and Teton National Forests were combined to form a single forest. Today the Bridger-Teton National Forest consists of 3,439,809 acres of public land in northwest Wyoming.

Although the national forests in northwest Wyoming have undergone minor boundary adjustments and name changes over the years, the basic location and mission of the Forest Service in the management of public lands and natural resources has remained much the same in the last 100 years.

Creation of the Wilderness

Resource extraction from National Forest Lands has always been part of the Forest Service mandate. Gifford Pinchot, the first Chief of the Forest Service, was an early supporter of resource use under utilitarian conservation rather than preservation as game reserves or public playgrounds. He felt that the resources of the Forest should be managed under such restrictions so as to insure the permanence of those resources. This in turn would insure the continued prosperity of the agricultural, lumbering, mining, and livestock

interests which depended on a permanent and accessible supply of water, wood and forage (Alexander 1987).

Another commonly held view of the National Forest System was that there was a need for the designation and protection of areas for other purposes, such as the desire to recapture the feeling of outdoor life in past times "within which primitive conditions of subsistence, habitation, transportation, and environment will permanently be maintained to the fullest practical degree" (Alexander: 113). Part of this philosophy was realized in 1905 when a portion the lands which are now part of the Teton Wilderness were set aside as the Teton Game Preserve. The growing problem of tusk hunters, or the practice of killing elk solely for their incisors, prompted the State legislature to prohibited the killing of any game within this area other than predatory animals. Rangers were frequently called upon to prevent poacning of the local populations of elk, deer and other game until the mid-40's when this restriction was lifted.

The concept of Wilderness areas also developed during the 1920's and early 1930's. Starting in 1924 with the designation of the first Wilderness area in the Gila National Forest in New Mexico, regional foresters throughout the west began to develop plans to insure that some areas were not needlessly invaded but were safeguarded against commercial enterprises or technological development. To meet this desire the first "Primitive Areas" were set aside in 1931. These included portions of the Bridger National Forest on the west slopes of the Wind River Mountains, and in 1934 portions of the Teton National Forest. In 1955 the Teton Primitive Area was reclassified as Wilderness by the Forest Service, and in 1960 the Bridger Primitive Area was reclassified as Wilderness. In 1964, both of these areas received national recognition when Congress passed the Wilderness Act. The Wyoming Wilderness act of 1984 further increased the size of both Wilderness Areas. This resulted in the Teton Wilderness with 585,468 acres and the Bridger Wilderness with 428,169 acres.

Since their inception in the 1930's, these special areas have been managed for the protection of public lands in their natural state. Congress' stated purpose was to "secure for the American people of present and future generations the benefit of an enduring resource of Wilderness". The Wilderness Act defines Wilderness, "in contrast with those areas where man and his own works dominate the landscape, as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain".

Wilderness Administration Structures on The Bridger-Teton

The first administrative structures to be built on the Bridger-Teton National Forest were done to provide Forest Service personnel access to the far ranging areas that these public lands encompassed. Beginning with the Yellowstone Park Timber Land Reserve, and later the Teton Forest Reserve, various cabins were built to provide posts from which the land could be managed. Many of these early cabins were built in the vicinity of Jackson Lake on lands which are now part of Grand Teton National Park.

The responsibilities of these early rangers included game management, trail maintenance, fire detection and suppression and law enforcement. These rangers were often responsible for huge tracts of land. The Buffalo District, for example, consisted of 554,000 acres in the 1930's. During that time the management of that area fell upon only four men. That left approximately 140,000 acres per man. (FS Files, Buffalo district)

In an attempt to bring their job down to manageable levels, a series of patrol cabins were constructed. They were typically constructed a days ride from each other so that the ranger could patrol an area and reach a place of comfort without doubling back over the same ground. This allowed them to safely cover their entire area once within just a few days.

With the introduction of modern transportation, these cabins were used less and less often until many of them were abandoned during late 1940's. The district offices took over the on the ground administration in most cases. The creation of the Civilian Conservation Corps, during the 1930's also had a profound affect on the older administrative structures throughout the Forest. Many of these older guard stations and patrol cabins

were replaced with newer structures, and roads leading to these new administrative structures were improved. Clearly the old style of Forest management changed significantly once the automobile became a regular part of the day to day operation. However, the Wilderness Areas on the Forest have proven to be a special case. These unique places have resisted the change brought on by advancement. Passed by Congress in 1964, the Wilderness Act has prohibited the construction of roads, the use of motor vehicles, or other human improvements. These have all been done in order to retain the pristine beauty of these areas.

It is ironic that the establishment of Wilderness also helped preserve the way of life of the early forest rangers. The responsibilities of the modern day wilderness rangers include fire detection and suppression, trail maintenance and visitor contacts. Although game management has been turned over to the State Game and Fish department, the day-to-day management of the Wilderness areas remains the responsibility of the wilderness ranger. Their duties are essentially the same as the ranger of the early 1900's. The manner in which they accomplish these duties has also changed very little. They still access the Wilderness on horseback, they still carry a shovel and a saw to clear trail, and they still use patrol cabins as a place of shelter and comfort.

Since the turn of the century there have been 15 documented administrative sites constructed within the Teton and Bridger Wilderness areas. Of these, only seven continue to be used as originally intended. These are:

- 1) Cross Lake Guard Station (Bridger Wilderness)
- 2) Enos Lake Patrol Cabin (Teton Wilderness)
- 3) Nowlin Meadow Patrol Cabin (Teton Wilderness)
- 4) Fox Park Patrol Cabin (Teton Wilderness)
- 5) Hawks Rest Patrol Cabin (Teton Wilderness)
- 6) Hawks Rest Radio Repeater (Teton Wilderness)
- 7) Gravel Peak Radio Repeater (Teton Wilderness)

Of the 15 documented administrative structures to be built in the Teton and Bridger Wilderness, there are two which are no longer used but still retain good physical integrity. These are:

- 1) South Fork Guard Station (Bridger Wilderness)
- 2) Huckleberry Fire Lookout (Teton Wilderness)

Of the 15 documented administrative structures to be built in the Teton and Bridger Wilderness, three have been either destroyed in natural fires or have been removed by the Forest Service. There is no information indicating when these structures were built or what style of construction was employed. These structures are:

- 1) Browns Park Patrol Cabin (Teton Wilderness) Burned in the Huck Fire in 1988.
- 2) Two Oceans Pass Patrol Cabin (Teton Wilderness) Burned in the Mink Fire in 1988.
- 3) Cub Creek Patrol Cabin (Teton Wilderness) Dismantled and burned by the Forest Service in 1967 (see maps 4 & 5).

The remaining three administrative structures are no longer being used and are either deteriorated to the moldering ruin stage, or the current status of integrity is not known:

- 1) Gravel Creek Patrol Cabin (Teton Wilderness)
- 2) Pilgrim Creek Patrol Cabin (Teton Wilderness)
- 3) Green River Patrol Cabin (Bridger Wilderness)

Since the turn of the century, a number of other cabins have been built by hunters, trappers, outfitters and miners. Some of these cabins may well have been used by Forest Service personnel, however they are not

considered official administrative sites. The recording and evaluation of these cabins is beyond the scope of this report.

The Rocky Mountain Cabin Style of Architecture in the Teton Wilderness

During the course of this study it was noticed that Forest Service administrative structures generally followed pre-determined building styles and floor plans. Although there are exception, the general building style used on the Bridger-Teton National Forest was the Rocky Mountain Cabin. In order to properly evaluate the different administrative structures in the wilderness areas, it is appropriate to discuss this basic cabin style.

The Rocky Mountain Cabin style of architecture originally appeared in the west in the late 1880's, with the greatest concentration of this style appearing in the 1920's. This cabin is an adaptation of the Anglo-Western Cabin that was used on the plains. The structural elements of this cabin consist of a square or rectangular plan, horizontal log construction, square notching, a lack of decoration, a front facing gable, a single door offset in the gable end, roof slopes under 45 degrees and a preference for the use of iron stoves rather than fireplaces. In addition, the gable end of the roof extends an average of 50 percent beyond the front of the cabin (Wilson 1984).

All of these attributes help the cabin builder to make the most advantageous use of materials to deal with the environment. The use of logs takes advantage of one of the more abundant resources in the area. The typically small size of these cabins uses this resource conscientiously. Having the door in the gable end provides easier access during the long winter months by keeping the area free of snow. The low angle of the roof prevents snow from sliding off and thus adds an extra layer of insulation. The use of an iron stove rather than the construction of a fireplace and chimney facilitated an easier cabin construction.

The small size of these cabins in the wilderness is an example of the Forest Service ethic of Rustic Architecture on the Forest. It was felt by the early administrators that any construction should create a minimal impact to the environment, both visually and to the resource itself. When the Forest Service began building cabins in this area they looked around to see that the Rocky Mountain Cabin was the style being used by the trappers, miners and loggers. They could see how effective and economical it was, and modified the design to meet their own needs.

It is interesting to note that the basic Rocky Mountain Cabin style continued to be used into the 1930's. Most of the Forest Service guard stations constructed by the CCC's followed the basic Rocky Mountain Cabin style, although the horizontal log construction was replaced by a framed lumber structure with shevlin log siding.

DISCUSSION

The administrative structures discussed in this report will be grouped according to their age, or chronology as identified in the Wyoming Comprehensive Historic Preservation Plan. This grouping will help in the evaluation process and will provide a chronological sequence of the administrative structures in the Wilderness areas.

POST WORLD WAR I: 1920-1933

This period appears to have been most active for the construction of guard stations within the Teton Wilderness. Maps from 1928 show four different guard stations within the wilderness. Of these four guard station, only two remain.

The Enos Lake Patrol Cabin - 48TE1318 NW/SW/SW Section 1 T46N R112W

The Enos Lake Patrol Cabin is an 11'6" X 13' cabin which was constructed in 1927. This cabin is of the Rocky Mountain Cabin style. It is a one room, one story cabin with horizontal log construction and square corner notches. The cabin sits on a log foundation. There is a single door which is offset on the gable end (NW elevation). The front gable roof extends over the open porch. This roof extension amounts to approximately 25% of the total length of the building. The roof covering is a snake shingle, and one stove pipe is present in the western corner of the cabin. The only window on the structure is located on the southwest elevation. A set of iron bars has been set in place over the window in order to discourage bears from trying to break in for food. These bars were added in the 1970's.

In addition to the cabin, there are two other features associated with the administrative site. The first is a hitch rail which is located just to the west of the cabin. The second feature is a "wilderness outhouse" which is located to the southeast of the cabin. This is best described as an outhouse without walls. Neither the hitch rail or outhouse are considered contributing elements to the site.

The Enos Lake Patrol Cabin is considered to be eligible for inclusion to the National Register of Historic Places under Criteria A and C. Under Criteria A, the cabin is associated with events that have made a significant contribution to the broad patterns of our history. These events are the establishment of the National Forest System as well as the establishment of Wilderness areas and concept. The cabin is representative of the Forest Service administration of these remote areas and the life style associated with wilderness management.

Under Criteria C, the Enos Lake Patrol Cabin is eligible for inclusion to the National Register because it is representative of a unique architectural style, namely the Rocky Mountain Cabin Style. This cabin dates to the Post WWI period and is one of only two such cabins of this type and time period which remain within the wilderness areas of the Bridger-Teton National Forest.

The Nowlin Meadow Patrol Cabin - 48TE1320 SE/NW/SE Section 36 T46N R111W

This cabin was also built in the Teton Wilderness in 1927, and is nearly identical to the Enos Lake Patrol Cabin. It is a 11'6" x 13' log construction that is representative of the Rocky Mountain Cabin style of architecture.

The Nowlins Meadow Patrol Cabin is a one room log cabin that is constructed of horizontal logs held together by square corner notching. It has one door which is located in the gable end (south elevation). The roof extends over a simple wood porch on the south elevation. There is only one window on the structure, this being a 2 over 2 pane casement style window on the west elevation. The overall physical integrity of the building is good, however some improvements have been made over the years. The original tar paper roof covering was replaced in 1973 with a composite roof fabric, and the original door was replaced in 1975. The iron bars over the windows may also have been added in 1975.

There is a small "wilderness outhouse" in the woods directly across the meadow from the cabin. This is best described as an outhouse without the walls. In addition, there are two hitch rails behind the cabin. Neither the outhouse or hitch rails are considered contributing elements to the administrative site.

The Nowlin Meadow Patrol Cabin is considered eligible for inclusion to the National Register of Historic Places under Criteria A and C. Under Criteria A, the cabin is associated with events that have made a significant contribution to the broad patterns of our history. These events are the establishment of the National Forest System as well as the establishment and administration of Wilderness areas. The cabin is representative of

the Forest Service administration of these remote areas and the life style associated with wilderness management.

Under Criteria C, the Nowlin Meadows Patrol Cabin is eligible for the National Register because it is representative of a unique architectural style, namely the Rocky Mountain style. This cabin dates to the Post WWI period and is one of only two such cabins of this type and time period which remains within the wilderness.

A 1928 map of the northern portion of the Teton National Forest shows two other Forest Service Patrol cabins within the area now encompassed by the Teton Wilderness. These are the Browns Park (Arizona Creek?) Patrol cabin, which was located in T47N R114W, Section 6 and the Cub Creek Patrol Cabin which was located in T45N R110W, Section 18. Both of these cabins have been destroyed.

CIVILIAN CONSERVATION CORPS ERA: 1933-1942

During this period, the CCC rebuilt many of the older cabins that were located throughout the Bridger-Teton National Forest. However, the cabins that were located in the Wilderness areas on the Forest escaped these renovation efforts. This was due to the remote setting of the area and the fact that most CCC camps were located closer to major towns or travel corridors.

The main CCC camps in the area were located to the south of the Teton Wilderness at Dog Creek, Cliff Creek, and at Wilson. A short lived camp was set up at Lizard Creek at the head of Jackson Lake. This camp was responsible for the clean-up of the shores of Jackson Lake in the Grand Teton National Park. CCC activity was minimal within the Wilderness areas. Other than the construction of foot trails, the only work conducted by the CCC's in the Wilderness was the construction of the Huckleberry Fire Lookout in the Teton Wilderness.

Huckleberry Fire Lookout - 48TE910 NW/NW/SW Section 31 T48N R114W

The Huckleberry Fire Lookout was constructed in 1938 using CCC labor from Camp F-16 at Wilson, Wyoming. The fire lookout measures 15' by 17' and is a two story structure. The upper story is reached by an exterior stairway at the northeast corner of the building. This upper story is typical of other CCC fire lookouts constructed on the Bridger-Teton National Forest. It follows a standard floor plan adopted by Region 4 of the Forest Service. The roof is a hip style with wood shake shingles, and all four sides are completely incased with windows. These windows are 3 over 3 vertical sliding casement windows which provide a full 360 degree view of the surrounding country side. The lower half of the upper story is of log construction with overlapping log ends that are held together with carriage bolts. A wood plank cat walk and log banister encircles the upper level of this structure. The single room interior has the fire finder mounted in the center with a wood stove in the southwest corner, and a simple table and bed frame.

The lower level of the structure is of log construction with saddle notched corners. This portion of the structure was used as a store room. The single opening on the lower level is the door, which is located on the west elevation.

The entire structure is in fairly good condition, although some log elements are starting to rot.

The Huckleberry Fire Lookout is currently on the National Register of Historic Places. It was enrolled in July 3, 1983. This significant structure escaped destruction by the Yellowstone Fires of 1988 through the efforts fire fighters who took set up defensive positions on the mountain top to protect the structure from advancing fire lines.

It should be noted that a map of the Teton National Forest from 1938 shows three other Forest Service cabin which have not been previously described. These are the Hawks Rest Patrol cabin, Two Oceans Pass which was located in T47N R111W, Section 16, and Gravel Creek Patrol Cabin which was located in T47N R113W.

Section 13. The Hawks Rest cabin was built during the 1920's, but it is not know when the Two Oceans Pass or Gravel Creek Cabins were built.

MODERN: 1942-PRESENT

There are three guard stations within the Wilderness areas which were constructed after the 1950's. These structures are not considered historic properties, but will be included in the discussion. Two of these are located in the Teton Wilderness and one is in the Bridger Wilderness.

Hawks Rest Patrol Cabin - 48TE1274 NE/SE/NE Section 19 T48N R110W

The current Hawks Rest Patrol Cabin was constructed in 1950 and replaced an older structure which was originally constructed during the 1920's. The older patrol cabin was severely damaged by a grizzly bear and later destroyed. The current Hawks Rest Patrol Cabin is located on the banks of the Yellowstone River just south of Yellowstone National Park, and is approximately 26 miles from the nearest trailhead. In addition to the cabin, there is a prehistoric component to the site.

The Hawks Rest Patrol Cabin is an 18' X 32' structure that was built in 1950 by Bill Daniels and Pete Fuez. The structure is not typical of other Forest Service buildings and appears to have followed floor plans unique to its builders. It is a two-room structure made of horizontal logs held together by saddle-notched corners. Wood slats are used for chinking. The building sits on a cobblestone/cement foundation. The gable style roof has a wood shake covering. The single stove pipe is located on the northeast corner of the roof.

The cabin has three doors. One is offset on the south gable end while two are located on the west elevation. One of those on the west elevation has a small porch with a roof extension. Immediately adjacent to this porch is another door which is currently boarded shut. There are five windows on the structure. The west elevation has two window openings: a double nine pane horizontal sliding casement window and a single nine pane window. The east elevation has a similar window arrangement, while the north elevation has a 3 over 3 pane window high in the gable end.

There is an outhouse approximately 75' behind the cabin. In addition, three hitch rails stand just south of the cabin while another hitch rail is located approximately 150' west of the cabin.

Because this structure is less than 50 years old, and because there are no outstanding historical events or persons associated with the structure, the Hawks Rest Patrol Cabin is not considered eligible for the National Register. However, the prehistoric component of the site is not considered evaluated until formal testing has been conducted.

The Fox Park Patrol Cabin - 48TE1320 SE/NE/NW Section 22 T48N R112W

The most recent cabin to be built within the Teton Wilderness is the Fox Park Cabin which was constructed in 1957. It is a two-room log structure that measures 16' x 32'. The corners are saddle notched and the structure as a whole sits on a cinder block foundation. The roof has wood shingles and close eaves. The roof extends over the front gable end and is supported by three vertical posts which help to define a front porch area. The cabin would appear to be a modified version of the Rocky Mountain Cabin style.

The Fox Park Cabin has two doors that are visible on the outside. One is offset in the gable end (northeast elevation) and the second one is located in the center of the southwest gable end. A third door is set in the wall that divides the cabin into two rooms.

There are four windows in this cabin. They are all 3 over 3 pane casement style windows. Two of them are located in the northwest elevation and two of them are located in the southeast elevation. They are spaced so as to provide two windows for each room of the cabin.

There are two additional structures on the site. The first is an outhouse which is located to the south of the cabin. This was built at the same time as the cabin. In addition, a set of vertical posts have been set in the ground to the north of the cabin. These were added recently and are used to set up a rope hitch rail.

The Fox Park Patrol Cabin is considered to be not eligible for the National Register of Historic Places. It does not meet the required 50 time limit (the cabin is only 35 years old), and does not have outstanding features nor is it associated with important persons or events.

In addition to the guard stations described above, there are two additional structures which were built in the Teton Wilderness during the 1960's. Both are radio repeater stations which are used to transmit signals from hand held radios to the main ranger stations. These structures are both considered to be not eligible for the National Register. They are described as follows:

The Hawks Rest Radio Repeater (T48N R110W Section 20)

At an elevation of 9761' amsl the Hawks Rest Radio Repeater consists of a square culvert that is approximately five feet in diameter. This culvert is laying on its side on the top of Hawks Rest Mountain and is painted brown. There is a door located in the end. The actual repeater and a set of batteries has been set inside the culvert. An antennae is attached to a wooden pole anchored in the ground. This repeater was installed in 1969 and is currently being used by the Forest Service.

The Gravel Peak Radio Repeater (T47N R112 Section 20)

At an elevation of 9687' amsl the Gravel Peak Radio Repeater consists of a round culvert that is approximately five feet in diameter. This culvert is laying on its side on the top of Gravel Peak and it is painted brown. There is a door located in the end. The actual repeater and a set of batteries has been set inside the culvert. An antennae is attached to a wooden pole anchored in the ground. This repeater was also installed in 1969 and is currently being used by the Forest Service.

SUMMARY

During the summer of 1993, archeologists with the Bridger-Teton National Forest conducted a review of the administrative structures within the Teton and Bridger Wilderness areas of the Forest. Current Wilderness planning efforts undertaken by the Bridger-Teton National Forest include determining which Wilderness administrative structures are necessary for proper administration of these areas. It became important to determine the National Register Status of these structures so that the federal land managers can make informed decisions regarding the ultimate disposition of these structures. It has not yet been determined which buildings, if any, will be removed from the Wilderness.

Recommendation:

The following buildings represent the historic context of "Wilderness Administrative Structures during the Post WW1 Period in the Teton Wilderness 1920-1933." They convey a strong sense of their historical significance through their continued use as patrol cabins in an area that has changed very little in the past 65 years. It is therefore recommended that they be considered **eligible** for the National Register of Historic Places under Criterion A. They also represent the historic context of the "Rocky Mountain Cabin Style of Architecture in the Teton Wilderness." These buildings have retained their physical integrity and thus they are also considered **eligible** for inclusion in the National Register of Historic Places under Criterion C.

Smithsonian Number	Name
48TE1318 48TE1320	Enos Lake Patrol Cabin Nowlin Meadow Patrol Cabin

The following building represents the historic context "Wilderness Administrative Structures during the Expansion Period on the Bridger Wilderness 1890-1920." This building retains its physical integrity and continues to convey a strong sense of its historic significance. It is therefore recommended that it be considered eligible for the National Register of Historic Places under Criterion A. In addition, the site is associated with the range wars of the early 1900's, and specifically, with the Raid Lake Sheep massacre. The guard station is also considered eligible for the National Register of Historic Places under Criteria C. The architectural style exhibited on this site is unique among the remaining Forest Service structures on the Forest.

Smithsonian Number	Name
48SU72	South Fork Guard Sta-
	tion

The following structure has been previously listed on the National Register of Historic Places and is considered **eligible** under Criterion A and Criterion C

Smithsonian Number	Name	
48TE910	Huckleberry Lookout	

The following structure was built during the Expansion Period shortly after the turn of the century. Although it is associated with the historic context "Wilderness Administrative Structures on the Bridger-Teton National Forest", the structure has deteriorated to the point where it no longer retains any physical integrity. It is there for recommended that it be considered **not eligible** for the National Register.

 Smithsonian Number	Name	* (
48SU554	Green	River Patrol

The following structures and buildings were built after 1943. Although they are associated with the historic context "Wilderness Administrative Structures on the Bridger-Teton National Forest", they are not considered to be exceptionally significant and therefore it is recommended that they be considered **not eligible** for listing on the National Register.

Smithsonian Number	Name		
48TE1320	Fox Park Cabin		
48TE1274 Hawks Rest Cabin			
None	Hawks Rest Radio Re-		
	peater		
None	Gravel Peak Radio		
	Repeater		

Cabin

The following building have all been destroyed and are not considered architectural sites. They have not been evaluated for their historic archeological potential.

Smithsonian Number	Name
None	Browns Park Patrol
	Cabin
None	Two Ocean Pass Pa-
	trol Cabin
None	Cub Creek Patrol
	Cabin

Three cabin sites are considered unevaluated as of this date. None of them are currently being used as administrative sites and they are either slowly deteriorating due to benign neglect or their current status is unknown. These cabins are:

Smithsonian Number	Name
None	Soda Fork Meadows Patrol Cabin
None	Gravel Creek Patrol
None	Cabin Pilgrim Creek Patrol Cabin

There has been no decision made concerning the ultimate disposition of these structures. If it is determined that a structure which is considered eligible for the National Register is to be removed, then a site specific mitigation plan will be developed for that site. This mitigation plan will be reviewed by the State Historic Preservation Office and the Advisory Council on Historic Preservation to insure compliance with Section 106 of the National Historic Preservation Act.

If it is decided that structures are to be removed which have been formally determined to be not eligible for the National Register, then it is recommended that no further evaluation or documentation be required. For those structures which have been unevaluated, a more detailed recording and evaluation process will be conducted before any action is taken with regards to that site.

REFERENCES CITED

Alexander, Thomas G.	
1987	The Rise of Multiple-Use Management in the Intermountain West: A
	History of Region 4 of the Forest Service Brigham Young University
	and Mesa Corporation, Salt Lake City, Utah.
F.S. Files	
N.D.	History Notes on File at the Buffalo Ranger District, Bridger-Teton
	National Forest

Larson. T.A. 1978

<u>History of Wyoming.</u> University of Nebraska Press, Lincoln and London.

Steen, Harold K. 1992

Ed. <u>The Origins of the National Forest.</u> Forest History Society, Durham, North Carolina.

Wilson, Mary 1984

The Rocky Mountain Cabin. USDA Forest Service, Intermountain Region.

